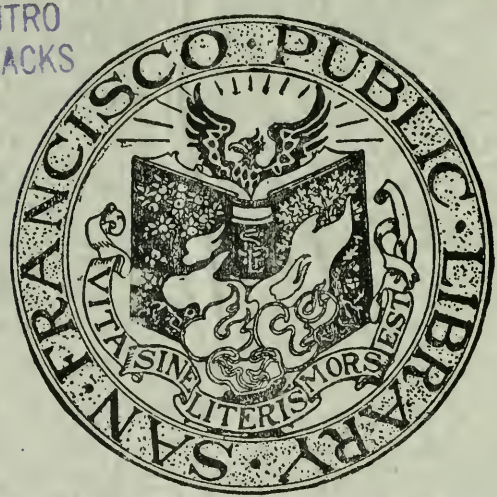




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# *The J.P. G. in Back* Pacific Municipalities

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



NEW JUNIOR COLLEGE, SACRAMENTO

## LEADING ARTICLES IN THIS ISSUE

MEETING OF THE LEGISLATIVE COMMITTEE OF THE LEAGUE OF  
CALIFORNIA MUNICIPALITIES

ATTITUDE OF PUBLIC OFFICIALS AND EMPLOYEES TO THE PUBLIC  
By Andrew M. Jensen

THE IMPORTANCE OF BUDGETING IN PLANNING IMPROVEMENTS  
By G. Gordon Whitnall

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# LEAGUE OF CALIFORNIA MUNICIPALITIES

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

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The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the act of March 3, 1879.

## Meeting of the Legislative Committee of the League of California Municipalities

Held at the City Club, Los Angeles, Monday Evening, Dec. 27, 1926

Members of the legislative committee assembled in the dining-room of the City Club promptly at 6 p. m., and upon conclusion of dinner the meeting was called to order by Wm. J. Locke, Executive Secretary of the League. Mr. Locke gave a brief account of the matters which had been taken up by the meeting held in San Francisco two weeks before. A. C. Horner, former secretary of the Pacific Coast Building Officials' Conference, was then invited to address the meeting with reference to the proposed uniform building code. Mr. Horner told of the work of the conference and submitted a printed copy of the code. He stated that on account of the length of the code many cities were reluctant to adopt it because of the expense involved. It was his hope that legislation would be enacted which would authorize the adoption of such codes by reference. He said that Senator Swing had expressed a willingness to sponsor a bill to that effect, whereupon the chairman agreed to take the matter up with Senator Swing and assist in the preparation of such a bill, and the committee voted to approve such a measure.

Councilman Colden, chairman of the legislative committee of the Los Angeles city council, spoke of his desire to see the street laws amended so as to provide for better notice to property owners in the

foreclosure of street assessment liens, especially where the amount of the assessment was small. James H. Mitchell, City Attorney of Burbank, followed in the same strain. Mr. Mitchell stated further that former Mayor Crawford had been elected to the Assembly, and had expressed a willingness to cooperate with the committee. It was suggested that Assemblyman Crawford be made a member of the committee.

W. T. Knowlton of the Department of Sanitation of the City of Los Angeles, addressed the meeting on behalf of a committee which had been appointed by the American Society of Civil Engineers for the purpose of taking steps to secure an investigation of the problem of sewage disposal throughout the state, especially with respect to industrial wastes. He stated that the desired legislation had been practically agreed upon and that a conference would be held in the office of the State Board of Health within a few days. Everett W. Mattoon, County Counsel of Los Angeles County, stated that a number of amendments had been agreed upon to the Acquisition and Improvement Act of 1925, and that the subcommittee on street law amendments would probably meet at the headquarters of the League in San Francisco on January 7th, the day preceding the meeting of

the full committee. Chas. H. Cheney, City Planner, and now connected with the Palos Verdes Estates, spoke on the need of further city planning legislation and expressed the hope of seeing something accomplished with reference to extended eminent domain. He was followed by Gordon Whitnall and Hugh R. Pomeroy of the City and Regional Planning Commissions of the city and county of Los Angeles, respectively. The city and regional planning section of the league submitted their program in writing, as follows:

(1) Subdivisions—

(a) Close "metes and bounds loophole" in Subdivisions Map Act by bringing Sec. 8 into conformity with intent of Sec. 1.

(b) Amend Licensed Surveyors Act to bring maps of subdivisions into parcels of 5 acres or less under provisions of Subd. Map Act, in discretion of Board of Supervisors.

(c) Amend Sec. 3658a of Political Code to make its provisions applicable only to subdivisions existing prior to March 7, 1927.

(2) County and Regional Planning—

Authorizing counties and groups of cities to establish county and regional planning commissions.

(3) Supporting Extended Eminent Domain.

(4) Supporting State Park Commission Bills.

(5) Authorizing County Park Commissions and means of financing.

(6) Zoning—

Extending provisions of zoning enabling act to include unincorporated, as well as municipal, territory.

(7) Official Plan Act—

Procedure for establishment of official city and county plans; to control development.

The Chair called attention to the fact

that Fred E. Reed of the California Real Estate Association was arranging to call a city planning conference in Oakland during the session of the legislature, and that such a conference would be held under the auspices of the California Real Estate Association and the League of California Municipalities. The Chairman assured those present that the league would undoubtedly have the support of the California Real Estate Association on all legislation relative to city and regional planning. Hon. John L. Bacon, Mayor of San Diego and President of the Boulder Dam Association, told of his interest in the Boulder Dam project and the desire to have support for such state legislation as might be found necessary in behalf of that great project. Jess E. Stephens, City Attorney of Los Angeles, spoke of the interest of his department in some much needed amendments to the street laws, and of the desire of his department to cooperate with the league committee to the fullest extent possible. Lucius P. Green, Deputy City Attorney, spoke in the same strain. Remarks of a general character relative to new legislation were also made by Councilmen Barnes and Zahn of Los Angeles. Mr. Emmet J. Hayden of the San Francisco Board of Supervisors notified the meeting on behalf of the San Francisco officials that the committee might expect the full cooperation of the city which he represented.

The following officials were present at the meeting:

J. E. Mackie, 502 City Hall, Long Beach, Pacific Coast Bldg. Off. Corp.; A. C. Horner, 548 S. Spring St., Los Angeles; C. J. Colden, Room 305 City Hall, Los Angeles, Council; James H. Mitchell, 346 Title Insurance Bldg., Los Angeles, City Attorney for Burbank; W. T. Knowlton, City Hall, Los Angeles, Los Angeles Section A. S. C. E.; J. R. Prince, City Hall, Los Angeles, City Engineer; P. J.



Hayelden, City Hall, Glendale, President Planning Commission; J. F. Siemers, 702 Hall of Records, Los Angeles, Los Angeles County Surveyor; W. J. Laux, City Hall, Santa Barbara; W. J. Sanborn, City Hall, Los Angeles; Everett W. Mattoon, Hall of Records, County of Los Angeles; David R. Faries, 812 Pershing Sq. Bldg., Los Angeles, Auto Club of So. Calif., Los Angeles Traffic Commission; Chas. H. Cheney, Palos Verdes Estates, Calif.; James L. Beebe, 825 Title Ins. Bldg., Los Angeles; J. H. O'Connor, 1103 Hall of Records, Los Angeles, Asst. Co. Counsel; Homer I. Mitchell, 1103 Hall of Records, Deputy County Counsel; Alex. M. Lesem, M. D., 739 4th St., San Diego; Thomas Coombs, Frost Bldg., Los Angeles; Wm. J. Locke, City Hall, Alameda; Gordon Whitnall, 600 Frost Bldg., Los Angeles, Los Angeles City Planning Commission; C. J. S. Williamson, 1319 Ocean

Front, Santa Monica, Sec. City & Regional Planning, League of Municipalities; R. L. McNitt, 1101 Block Bldg., Los Angeles City Planning Commission, Association of City Planners, Los Angeles County; Wm. J. Fox, Hall of Records, Sec. of Assn. of City Planners, Los Angeles County; John L. Bacon, Mayor, San Diego; Hugh R. Pomeroy, Hall of Records, Los Angeles, Regional Planning Commission; Jess E. Stephens, Byrne Bldg., City Atty., Los Angeles; Hal Cragin, Barne Bldg., Deputy City Atty., Los Angeles; Lucius P. Green, Byrne Bldg., Deputy City Atty., Los Angeles; N. Crane, City Hall, Asst. City Engineer, Los Angeles; A. J. Barnes, City Hall, Councilman of Los Angeles; Otis J. Zahn, City Hall, Councilman of Los Angeles; H. L. Moody, San Diego; Leslie Saunders, Chamber of Commerce, Los Angeles; Emmet J. Hayden, San Francisco.

## MEETING OF THE LEGISLATIVE COMMITTEE

At San Francisco, January 8, 1927

The legislative committee of the League of California Municipalities held a meeting Saturday morning, January 8th, 1927, at the headquarters of the League, Chancery Building, San Francisco, for the purpose of considering desirable new legislation for cities and towns. Among the matters taken up for consideration were the enactment of a new zoning law, constitutional amendment providing for extended eminent domain, amendments to section 1457 and 1570 of the Penal Code relating to the disposition of fines or the infliction of state laws, the deposit of public moneys in banks, amendments to street laws. The following members of the committee were in attendance: Hon. A. L. Sunderland, Mayor, Fresno, Hon. W. L. Sayles, Mayor, Petaluma, Hon. J. Emmet Hayden, Board of Supervisors, San Francisco, Geo. R. Caden, Council-

man, Santa Rosa, Mrs. M. A. Chandler, Mayor, Richmond, C. N. Kirkbride, Attorney, San Francisco, Norman E. Malcolm, City Attorney, Palo Alto, Hon. H. L. Landis, Mayor, San Leandro, H. J. Laux, Executive Secretary City Planning Commission, Santa Barbara, Archer M. Bowden, City Attorney, San Jose, J. W. Coleberd, City Attorney, So. San Francisco, Earl J. Sinclair, City Attorney, Berkeley, Councilmen Cowden and Sanborn of Los Angeles, Pierson M. Hall, Councilman, Los Angeles, H. A. Mason, San Francisco, Argyll Campbell, City Attorney, Monterey, G. Gordon Whitnall, City Planning Director, Los Angeles, H. A. Postlethwaite, City Attorney of San Bruno, San Francisco, Everett W. Mattoon, County Counsel, Los Angeles, Messrs. Cragin and White-

head, Assistant City Attorneys, Los Angeles, Wm. J. Locke, Executive Secretary, League of California Municipalities, San Francisco.

The sub-committees submitted proposed amendments to various municipal measures, which were discussed and dis-

posed of by the whole committee. Since the meeting these measures have been completed and sent to the legislature for introduction. A complete digest and commentary of the different bills affecting municipalities will appear in the next issue of Pacific Municipalities.

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## HEALTH OFFICERS SECTION

Edited under the Supervision of Dr. Walter M. Dickie,  
Secretary of the State Board of Health.

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### SANITATION OF AUTOMOBILE CAMPS

By GUY P. JONES of the State Board of Health

The business of conducting automobile camps is passing rapidly from public to private hands. Starting originally as a municipal function, sponsored by chambers of commerce, business organizations and other civic bodies, for the purpose of attracting settlers to the community, the transition to its present status as a business requiring individual ability and private capital has become almost complete. There are very few cities that now maintain their own automobile camps and there is a continued decrease in the number of such camps. The reason for this change is not difficult to determine. It lies in the fact that, in the past, most municipal automobile camps have not been conducted properly nor in a manner to attract visitors. Not only must adequate, permanent equipment be provided in order to conduct a successful camp, but continued, efficient, exacting superintendence and maintenance must also be had. It is in these two attributes that the municipal camp has failed conspicuously. Lacking a manager who is always at hand and who displays individual, personal interest in the business, any concern which caters to the general public, whether it be a hotel, apartment house, restaurant or automobile camp is bound to fail.

As a matter of fact, the modern tourist camp is a business concern, with considerable capital invested in land and equipment, conducted by a business man who desires the patronage of the general public. In order to obtain this, he must, first of all, maintain a clean, comfortable and attractive place. Camp owners know from experience that the touring public will not spend its money in a dirty camp but they have learned that a well-supervised, comfortable camp draws business. There is a marked tendency toward the construction of permanent camp buildings, installed with high-grade sanitary equipment. This makes the conduct of a clean camp much easier and facilitates the work of general sanitary supervision. The sanitation of these camps offers no greater problems than does the sanitation of hotels and restaurants.

In order that high standards may be maintained and that the health of the traveling public may be adequately safeguarded it is necessary that state regulations for the maintenance of automobile camps be enacted and enforced. Such regulations have been in force in California for many years. The state has been hampered considerably, however, by the fact that the number of camps has



increased greatly but that there has been no corresponding increase in the number of its sanitary inspectors. The state regulation of these camps is approved and encouraged by the organizations of automobile camp owners and by health officers. It is believed that the payment of an annual license fee will provide sufficient funds for thorough and frequent inspection service. In the past, little or no difficulty has been encountered in the enforcement of the regulations. The inspection service in California has become largely an advisory service which is welcomed by camp owners. Suggestions for bettering sanitary devices are eagerly accepted by proprietors of camps and the sanitary inspector is welcomed as an adviser and a counselor.

Following is the text of a bill providing for the licensure of automobile camps which has been introduced in the present session of the legislature:

"An act to regulate the sanitation and maintenance of auto camps, to provide for the licensing, inspection and supervision of the same, and to provide penalties for the violation of the provisions hereof.

"The people of the State of California do enact as follows:

"Section 1. For the purposes of this act an auto camp shall include any place where tents or structures are erected for hire primarily for the use of automobile transients and having a community kitchen or/and community sanitary facilities; also where space for camping is rented primarily to automobile transients, or where free camping is permitted primarily to automobile transients for the purpose of securing their trade.

"Sec. 2. The state board of health shall issue to any person, firm, company, organization or corporation in the State of California an annual license on the receipt of fifty dollars per annum and such evidence as the said board may

require to show that the said person, firm, company, organization or corporation is properly equipped to carry out such rules and regulations as the state board of health may adopt for the equipment, conduct and maintenance of auto camps.

"Sec. 3. For the purpose of enforcing the rules and regulations adopted under the provisions of this act the state board of health shall appoint such additional inspectors and clerical assistance as may be deemed necessary.

"Sec. 4. Any person, firm, company, organization or corporation not obtaining an annual license for the conduct of its auto camp as provided in this act shall be guilty of a misdemeanor, and upon conviction shall be punished by a fine of not less than five dollars, nor more than five hundred dollars, or shall be imprisoned in the county jail for a term not exceeding six months, or by both such fine and imprisonment.

"Sec. 5. It shall be the duty of the district attorney of the county, or city and county, in which any violation of this act may occur, to prosecute every person, firm, company, organization or corporation accused of such violation.

"Sec. 6. The secretary of the state board of health shall keep a full and correct account of all fees received under the provisions of this act, and shall, at least once a month, deposit all such fees collected with the state treasurer and make a detailed report covering same to the state controller.

"All amounts paid into this fund shall be held subject to the order of the state board of health, to be used only for the purpose of meeting necessary expenses in the performance of the purposes of and the duties imposed by this act. Claims against the fund shall be audited by the state board of health and by the board of control and shall be paid by the state

treasurer upon warrants drawn by the state controller."

The California regulations for the sanitation of automobile camps have worked efficiently throughout the state. Camp owners and the general public have co-operated in the enforcement of the regulations, which read as follows:

"Regulations governing camp-ground sanitation, adopted December 4, 1920; Amended February 3, 1923.

"The following regulations shall apply to any city, county, city and county, village, community, institution, person, firm or corporation operating, maintaining or offering for public use within the State of California any tract of land on which persons may camp or picnic either free of charge or by payment of a fee.

#### SUPERVISION

"Sec. 1. The management of every public camp or picnic ground shall assume responsibility for maintaining in good repair all sanitary appliances on said ground, and shall promptly bring such action as may be necessary to prosecute or eject from such ground any person who wilfully or maliciously damages such appliances or any person who in any way fails to comply with these regulations.

"Sec. 2. At least one caretaker shall be employed by the management to visit said camp or picnic ground every day that campers or picnickers occupy said ground. Such caretaker shall do whatever may be necessary to keep said ground and its equipment in a clean and sanitary condition.

"Sec. 3. Each and every owner and lessee of any public camp or picnic ground shall be held responsible for full compliance with these regulations.

"Sec. 4. Supervision and equipment sufficient to prevent littering of the ground with rubbish, garbage or other refuse shall be provided and maintained. Fly-tight depositories for such materials

shall be provided and conspicuously located. Each and every camp or picnic spot on said ground shall be within a distance of not over 200 feet from such a depository. These depositories shall not be permitted to become foul smelling or unsightly or breeding places for flies.

#### CAMPING SPACE

"Sec. 5. Each camping party shall be allotted usable space of not less than 350 square feet.

#### WATER SUPPLY

"Sec. 6. A water supply of sanitary quality shall be provided in ample quantity to meet all requirements of the maximum number of persons using such ground at any time. Said water supply shall be easily obtainable from its source or on a pipe distribution system, faucets from which shall be located not more than 300 feet from any camp or picnic spot within such ground. If water supply is obtained direct from above-ground source, said source must be covered properly and water withdrawn by means of open pipe or faucet. In no case can dipping from open springs or wells be permitted.

"Sec. 7. Any water considered unsafe for human consumption in the vicinity of such ground, to which campers or picnickers may have access, shall be either eliminated or purified, or shall be kept posted with placards definitely warning persons against its use.

#### PROTECTION AGAINST FIRES

"Sec. 8. No fires shall at any time be so located as to endanger automobiles or other property in the camp ground. No fires shall be left unattended at any time, and all fires shall be completely extinguished before leaving.

#### SEWAGE AND REFUSE DISPOSAL

"Sec. 9. The method of final sewage or refuse disposal utilized in connection with the operation of any camp or picnic ground shall be such as to create no nuisance.



"Sec. 10. Fly-tight privies or water-flushed toilets shall be provided and shall be maintained in a clean and sanitary condition. Separate toilets for men and women shall be provided, one for each 25 men, and one for each 25 women, or fraction thereof of the maximum number of persons occupying such ground at any time. No camp or picnic spot within such ground shall be at a greater distance than 400 feet from both a men's and a women's toilet. The location of all toilets shall be plainly indicated by signs.

"Sec. 11. A sufficient number of iron hoppers or basins shall be provided, and each shall be connected with a sewerage system or covered cesspool; these are to be used for the disposal of domestic waste waters.

#### CONSTRUCTION AND MAINTENANCE OF BUILDINGS

"Sec. 12. If cottages, cabins, tent houses, dwelling houses or other structures to be used for human habitation are erected in any public camping ground, the following minimum requirements in their construction shall be observed:

"Note:—In addition to observing these requirements, all local building ordinances must be complied with.

"1. All floors shall be raised at least 18 inches above the ground and space underneath such floors shall be left open and free from obstruction on two opposite sides.

"2. All floors shall be constructed of tongue and groove material.

"3. Interior walls shall be of surfaced lumber or other material that may easily be kept clean and shall be constructed so that they may always be kept in a thoroughly clean condition.

"4. No room used for sleeping purposes shall have less than 500 cubic feet of air space for each occupant.

"5. The area of window space in each

sleeping room shall be equal to at least one-eighth of the floor area of the room.

"6. Windows of sleeping rooms shall be so constructed that at least half of each window can be opened.

"7. Cooking including the preparation and storing of food must not be allowed in any room used for sleeping. Partitions and doors between cooking and sleeping rooms must be tight.

"8. If kitchen is provided, it must be equipped with running water and a sink connected with a sewerage system, septic tank or a covered cesspool. Kitchen must be screened against flies and mosquitoes.

"9. If private toilet is provided it must be water-flushed and connected with a sewerage system or septic tank. Room containing such toilet must have window opening to the outside air and its floor must be constructed of impervious material.

"10. If bathroom is provided it must have an impervious floor and must have window opening to outside air. Bath and lavatory must be connected with sewerage system, septic tank or cesspool.

"11. Covered metal garbage containers must be provided; at least one for every two buildings.

"12. Buildings shall be cleaned daily and after each occupancy shall be thoroughly cleaned. If bedding is provided it must be kept in a clean condition.

#### PENALTIES

"Sec. 13. Failure to comply with the foregoing regulations shall be deemed sufficient cause for declaring the premises a public nuisance under the provisions of section 370 of the Penal Code of California.

"Sec. 14. These regulations shall be printed and kept posted in several conspicuous places in every camp or picnic ground.

CALIFORNIA STATE  
BOARD OF HEALTH."

## CITY PLANNING SECTION

Edited by HON. FRANK T. STRINGHAM.

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### How Zoning Works in Palo Alto

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Zoning is a very good thing for Palo Alto. It is keeping the charm and attraction of the place as a distinctively residential and educational community.

The introduction of zoning in Palo Alto, about six years ago, was most timely. The town was relatively small, the rate of growth was then moderate and business was still confined to a single fairly compact district. Industry was likewise concentrated along an adjacent part of the railway frontage.

The zoning of Palo Alto was therefore a comparatively simple matter so far as use districts were concerned. The real problem has been to keep these districts in reasonable relation to each other and to maintain the principle that the protection of home districts is the chief object of zoning. Happily the home-owning public has learned the value of zoning, its interest has been aroused and its power has been felt, so that this phase of zoning henceforth is likely to proceed along well regulated and conservative lines.

The occasions which have aroused special interest in zoning here are themselves worthy of brief notice. One of these was the quite unusual operation of rezoning a considerable business and apartment district back to single family use. This was the intended South Palo Alto business center, in which property had been deeded, sold and zoned for business. By this decision the Council gave preference to the general welfare, as urged by the local residents' association, over the vested rights of property owners. Another wave of public interest,

if not of excitement, arose over the proposal to extend the main business district along University Avenue. This was opposed by another well organized and determined body of home owners on the ground that it was excessive and premature. The Council concurred also in this view.

Area zoning has also been very beneficial in our residence districts. Houses may not occupy more than seventy per cent of the lot width, and not more than thirty-five per cent of the lot area may be built over. These regulations insure a fairly low density of population. Set-back lines are officially established on every residence street. Minor provisions of the zoning ordinance have worked out reasonably well.

Looking now to the future: In order that Palo Alto may derive the fullest benefits of zoning, certain improvements will be called for and will be considered during the coming year. The zone ordinance needs some further revision in the interest of consistency, practical application and the reasonable exercise of the police power. An ordinance regulating subdivisions should be enacted, at least to the extent of fixing the minimum area of residence lots. Some provision should be made for the scientific study of our zoning problems, and in this connection the assistance of an expert is very much to be desired. And finally, Palo Alto needs a "well considered and comprehensive plan of future development," as the State law contemplates, upon which its future progressive zoning may be based.

CHARLES K. SUMNER.



## ENGINEERS' SECTION

To be edited monthly under the supervision of W. B. Hogan, of Stockton, Chairman of the Department of Engineers, Councilmen and Street Superintendents

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### TO THE ENGINEERS, STREET SUPERINTENDENTS AND COUNCILMEN OF THE CITIES OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES:

Executive Secretary, Mr. W. J. Locke, has called to my attention the action on the part of that section of the League known as "Clerks, Auditors and Assessors" at the last convention held in the Yosemite Valley wherein this section had arranged to run two pages each month in the League Publication "Pacific Municipalities" and it was suggested that the section of Engineers, Street Superintendents and Councilmen do likewise.

As President of this Section and on behalf of the same, I have accepted this assignment and with this foreword I will make a few comments upon impressions gained from attendance at past conventions.

As an attendant at most of the conventions held since 1920, I have become more strongly convinced each year that our section is not as strong as it should be. When I look upon the attendance, activities, program and other work transacted by the section of Health Officers, I more strongly feel than ever our shortcomings and see no reason why our section of the League should not stand on par with or excel all others in convention activities.

Let us analyze the situation. What is the reason for our backwardness at these conventions? Why should not our attendance and activities be greater, our programs more generally diversified?

It has been my experience at such of these conventions as I have attended that one gets more out of the association, contact and meeting with other engineers, outside our meeting halls and after hours than from attending program meetings.

It has occurred to me that inasmuch as the official duties of the various members of this section of the League are diversified, that it might be better to arrange for two or three numbers on the program for each set of officials selecting as subjects matters of special importance to that particular set. Another idea which has occurred to me and which in my opinion is of prime importance is to have speakers of broad experience of state or nation wide reputation addressing our meetings on the broader phases of engineering and municipal government, rather than to have some engineer, street superintendent or councilman get up and wade through a mass of detail as to how this particular lighting district was put over, or how this particular street, bridge or garbage disposal project was constructed.

In our everyday service with the municipality which we represent, we get enough of this daily grind into details and the engineer especially is too prone to lose himself in this labyrinth.

Another reason which I believe has been partly responsible for what I consider the mediocre success of some of our past meetings, is the holding of our meetings in the general assembly room where exhibits of manufacturers have been placed. This practice has caused considerable confusion and interruption on account of parties inspecting exhibits and visiting among themselves.

This article is in the nature of a criticism as intended primarily to bring forth ideas from other members of this section as how we can best conduct our next convention so as to secure the best results and satisfaction to all.

W. B. HOGAN,  
City Engineer,  
Stockton, Calif.

## Sacramento's School System and Educational Facilities

Delegates to the 1927 convention of the League of California Municipalities will have an excellent opportunity to study one of the finest school systems in the nation, for it is safe to say that during the past five years Sacramento has developed a plan of education unsurpassed by any city of its size.

This development has been apparent not only in the number and beauty of school buildings, but in the organization of the educational system itself.

During the five-year period the average daily attendance increased from 9,946 to 12,515. The total enrollment in all classes, including night schools, is now in excess of 20,000.

This steady growth, reflecting the general growth of the community, caused the city to practically rebuild its school department. Twelve new buildings were

erected and three remodeled into practically new structures. The type of architecture is distinctive, and the buildings represent the very latest ideas in convenience, beauty and arrangement.

The newest of the buildings are constructed of brick and are substantial as well as attractive. They have been given names characteristic of California's history—El Dorado, Bret Harte, Fremont, and so on. The equipment is said to be the most efficient west of the Rockies.

Elsewhere in this issue are printed pictures of two of the newest buildings. The High School, erected at a cost of \$1,540,000 is located on a thirty-acre site about two miles from the business district.

On the Victory Highway, fronting one of the city's parks, and at the southern entrance to Sacramento is the Junior



NEW HIGH SCHOOL, SACRAMENTO

College, completed during the past year at a cost of \$550,000. Plans are now under way to make this a four-year state college.

The school system has at the present time 22 buildings, 625 teachers and an enrollment of 20,740 pupils. Special classes in millinery and dressmaking for adults have an enrollment of nearly 1,500.

In addition to the public schools Sacramento has four parochial school buildings with an enrollment of 1,725, three private schools and five business colleges.

Twelve miles west of the city is located the State Agricultural College. The site for this institution was selected after a study of soil and climatic conditions in a hundred different sections of California.

The administrative head of the Sacra-

mento school department during the past decade which witnessed this remarkable development was Charles C. Hughes, one of California's best known educators.

Mr. Hughes was responsible for a number of innovations in the Sacramento educational system which have been extensively followed in other communities, and he was also an important factor in putting across the bond issues which enabled Sacramento to carry on such an extensive school building program.

Sacramento, Convention City for the League in 1927, has made remarkable progress during the past decade, particularly in municipal improvements and erection of public buildings. Here is pictured the New Sacramento High School.

## RECEIPTS FROM CITIES SINCE THE LAST REPORT

Chowchilla, \$30.00; Fortuna, \$15.00; Fullerton, 90-429-92, \$30.00; Hemet, \$15.00; Isleton, \$15.00; Lindsay, \$30.00; Merced, \$40.00; Morgan Hill, \$15.00; Mountain View, \$40.00; Oroville, \$40.00; Pacific Grove, \$30.00; Pasadena, 90-67, \$60.00; Piedmont, \$40.00; Pinole, \$15.00; Redlands, \$40.00; Rio Vista, 90-654, \$30.00; Roseville, \$40.00; San Bernardino, \$50.00; Sebastopol, \$30.00; Sisson, 90-1056, \$30.00; Winters, \$15.00; Berkeley, \$60.00; Brea, \$30.00; Crescent City, \$15.00; Colton, \$40.00; El Cajon, \$15.00.

El Cerrito, \$30.00; El Monte, \$30.00; Elsinore, \$15.00; Exeter, \$30.00; Glendale, \$40.00; Gustine, 90-807, \$15.00; Hanford, \$40.00; Hawthorne, \$40.00; Holtville, \$30.00; Lakeport, \$30.00; Livingston, \$15.00; Los Angeles, \$70.00; Los Banos, \$30.00; Manhattan Beach, \$15.00; Maricopa, 90-340-12, \$30.00; Marysville, \$40.00; Mill Valley, \$30.00; Modesto, \$40.00; Monterey, \$40.00; Napa, 90-226-12, \$40.00; Needles, \$30.00; Oakland, \$70.00; Orland, \$30.00; Palo Alto, \$40.00; Plymouth, \$15.00; Pomona,

\$50.00; Rialto, \$15.00; Riverside, \$50.00.

Ross, \$15.00; Sacramento, \$60.00; Salinas, \$40.00; San Bruno, \$30.00; San Buenaventura, \$40.00; San Carlos, \$15.00; San Gabriel, \$30.00; San Jose, \$60.00; San Juan Bautista, 90-885, \$15.00; San Marino, \$15.00; San Rafael, 90-214, \$80.00; Santa Ana, \$50.00; Santa Cruz, \$100.00; Santa Monica, \$50.00; Santa Paula, 90-399, \$40.00; Seal Beach, \$15.00; Sierra Madre, \$30.00; City of Sonoma, \$15.00; South Gate, 90-993, \$40.00; South Pasadena, 90-265, \$40.00; St. Helena, \$30.00; Sunnyvale, \$30.00; Taft, \$40.00; Torrance, \$40.00; Tracy, \$30.00.

Tujunga, \$30.00; Turlock, \$40.00; Ukiah, \$30.00; Upland, \$30.00; Vacaville, \$30.00; Visalia, \$40.00; Willows, 90-476, \$30.00; Yreka, \$30.00; Biggs, \$15.00; Long Beach, \$60.00; Oxnard, \$40.00; Santa Barbara, \$50.00; Amador, \$15.00; Calexico, \$40.00; Fillmore, \$30.00; Los Gatos, \$30.00; National City, \$40.00; Newman, \$30.00; Parlier, \$15.00; Patterson, \$15.00; San Francisco, \$70.00; Sonora, \$60.00; Walnut Creek, \$30.00; Willits, \$30.00. Total, \$3,540.00.



## ATTITUDE OF PUBLIC OFFICIALS AND EMPLOYEES TO THE PUBLIC

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What should the attitude of public officials and employees toward the public be? Should a high-handed, dictatorial policy be assumed, without regard to the desires and opinions of the people? Or should an attitude of cooperation with and service to all the people alike be adopted? There is only one answer to be had when one stops to seriously consider the matter, and it is that each employee, beginning with members of the governing body and passing down through them all to the lowest rank laborers, must realize the trust placed in him by the people, and conscientiously serve as the people desire to be served; and in such serving be sincere, frank and fair with all alike. The poor man must be treated as courteously and with as much consideration as the representative of the largest corporation or political faction. It is a hard thing to do, but yet it is the only satisfactory way; it sounds easy, but the intricate maze of regulations and conditions met with require the utmost tact and study to succeed.

Serving the public is a privilege and an honor, and should be regarded as such, even though the trend of late years has been to belittle public employees. The test of one's loyalty to the people comes when he stands alone against the improper demands of interests, either large or small; alone, because the great mass of people who want the proper things done are indifferent to or unaware of the issue at hand and do not support the official, and yet are so quick to condemn when the official gives in to the insistent demands of the interests seeking to evade the requirements. Officials and employees charged with the enforcement of the various ordinances necessarily make enemies of those who cannot have the

special favors which they insist upon. This may even go to the extent of defeating the elective officials and the removal of appointees. However, if every one is treated alike there can be no charge of partiality or unfairness, and the employee has the satisfaction of knowing that he has done his duty; to do otherwise would be a violation of the trust reposed in him by the people. There is the tendency to placate loud and persistent kickers by giving them what they want, but it is very disastrous so to do, because then, all independence in the execution of duties is lost, and one gets into a hopeless muddle.

Working for the public is not just holding an easy job, following the path of least resistance and drawing down good pay. Every employee should be imbued with the spirit of loyalty, first to the political subdivision for which he works, next to his particular department and lastly to his immediate superiors. Every effort should be made to secure harmony and cooperation. Street laborers are expected to do an honest day's work for their pay; inspectors to do their duty courteously, fairly and impartially; engineers, designers and draughtsmen to give the best of their education, experience and ingenuity; and the heads of departments to honestly ascertain the wishes of the people and direct their subordinates accordingly. Even then, when everyone has done all he can to serve the public, the result will not be perfect, but it will be the best possible under the conditions.

A full realization of the trust placed in them, and the spirit and determination to live up to that trust, are the fundamentals of real service in public employees.

ANDREW M. JENSEN.

# Suggested Amendments to Motor Vehicle Act

## Proposed by Harder of Division of Motor Vehicles

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Second-hand cars turned in to Dealers should be reported; date of turn in, make of car, motor number and dealer receiving same. Such vehicles operated upon the highways that become involved in accidents, violations, etc., invariably cause the former owner a lot of unnecessary trouble. At present, no record of transfer from registered owner to dealer until sold by dealer.

**WINDSHIELD STICKERS:** require regulation.

**TAIL LIGHTS** must have **RED GLASS** instead of celluloid, which eventually turns to an orange color and then white.

**SIRENS:** Define specifically what officers and vehicles are entitled to same. Also if deputy non-salaried officers are entitled to same.

Eliminate **SPEED PROVISION** on open highways and let officer determine when a vehicle is being driven in a reckless and careless manner.

Place **CAR WRECKERS** under bond. Must report every purchase to Department before wrecking. Department to issue clearance on all wrecked or other second-hand vehicles purchased by wreckers or second-hand dealers. Certificate of ownership to be cancelled or marked.

Make it a serious offense for any dealer or individual to sell an automobile **WITHOUT PROPER CLEARANCE OF TITLE TO PURCHASER** at time of transfer or sale.

Make provisions for a **TRAFFIC COURT** in each County. Number of Judges to be determined by registrations in each County; in smaller counties the Judge can sit in the larger towns at regular intervals. Salary not less than \$200.00 and mileage. Judges must be qualified to hold these positions.

**OUT OF STATE OPERATORS** of motor vehicles to be required to appear at once before the nearest court when arrested for violations of the California Vehicle Act; or put up bail with State Traffic Officer, according to Court's orders. Receipt for same to be written upon arrest citation (triplicate).

A severe penalty should be provided for **ADVERTISING FAST RUNS** made over State highways. Any such advertisement should be prima facie and conclusive evidence of violation of the law and parties participating or responsible for such advertisements should be severely punished according to law.

A specific provision should be added to the law relative to **OFFICERS OF ANY KIND, OR INDIVIDUALS**, interfering with, or **ATTEMPTING TO FIX ARRESTS**. This should include every person who attempts to fix arrest citations.

**EVERY TRAFFIC ARREST SHOULD BE A MATTER OF RECORD** and placed upon a record book within 12 hours of the arrest and every such arrest must be accounted for by the court as to disposition, upon a report duly certified; one such copy to the State Bureau and one to the County Clerk of the County in which the arrest occurs.

**ALL FINES ASSESSED** for violations of the Motor Vehicle Act in cities of the .....class and under, to be turned into the County Treasury to be used by the Supervisors in the building and maintenance of County Roads **OR**

Turned into the State Treasury to be used by the Highway Commission on roads traversing such cities **OR**

Turned into a fund out of which officers and equipment are paid **OR**

All transfers and operators and chauffeur fees collected by the Division of Motor

Vehicles to be placed in fund out of which State Traffic Officers should be paid. Unused portion to be returned to the Highway Commission.

**IF SPEED LIMIT IS NOT ELIMINATED**, define exactly **how** the officer is to obtain **evidence** of excessive or unlawful speed. He cannot obtain same by a stop watch or speed trap at present and the law does not specify just how he is to obtain this evidence. It only states what he cannot do. If speed limit is not eliminated make maximum 45 miles per hour with specific provisions for proper enforcement.

**PROVIDE HEADLIGHT ADJUSTING STATIONS** operated by the State and compel all owners to have lights tested once every 30 days. Eliminate 24 hour provision. Have mirrors installed in each station.

Place all **STATE TRAFFIC OFFICERS DIRECTLY UNDER THE STATE**, and pay them out of the unused portion of the 20% allowed the Division of Motor Vehicles for the operation of the Department. Add to this the operators, chauffeurs and transfer fees. The State to furnish all equipment such as motorcycles, autos, uniforms at cost, badges (secured by deposit) and upkeep of motorcycle and motor cars.

The Chief of the Traffic Department to be authorized to claim expenses for officers when officers are detailed away from their regular districts or base.

**STATE SALARIES TO BE PAID** from Chief Inspector to Patrolman, out of Special Fund provided out of unused portion of 20% allowed Department plus so much of the operators, transfer and chauffeurs fees required.

**REGULATE LICENSE and REGISTRATION AGENCIES.** Put them under bond.

**ALL STATE AND PEACE OFFICERS TO HAVE AUTHORITY TO WEIGH TRUCKS** on any public scales without having to pay fee for said weighing. A form to be devised which will be in duplicate. When weighing a truck, the officer to give the weighmaster original and duplicate to Auditor of Division of Motor Vehicles. At the end of the month a bill rendered to the Department will be paid by Auditor.

Specifically state who shall be entitled to **SIRENS AND RED LIGHTS**. Shall this include unpaid deputies?

**DEFINE VEHICLES SUBJECT TO COMMERCIAL FEES.** Specifically state weights of vehicles not subject to commercial fees. Suggest flat fee for all vehicles up to 3,500 lbs. equipped with pneumatic tires pay fee of \$3.00 or \$5.00; over 3,500 lbs. 25c per each hundred or fraction additional. If equipped with other than pneumatic tires, fee double. Specify pneumatics and solid tires. Eliminate cushion tires. They should be classed as solid tires.

**STATE TRAFFIC OFFICERS TO BE AUTHORIZED TO INSPECT ALL WEIGHT RECORDS** held by any Public Weighmaster. This for the purpose of readily ascertaining overloaded trucks. Also provide that **STATE TRAFFIC OFFICERS CAN WEIGH A VEHICLE ON ANY PUBLIC SCALES WITHOUT HAVING TO PAY A FEE THEREFOR.** The Department to pay such charges upon presentation of a regular statement accompanied by O. K.'d original tag to be given the weighmaster by the officer using the scales.

**SIGNALS, STOP SIGNS, etc.:** It shall be the duty of the State Traffic Department to investigate complaints re intersections, bridges, viaducts, causeways, trestles and every other portion of any public highway without the corporate limits of any city, town or City and County in the State of California where certain traffic conditions require a lower speed than set forth in Section 113 of this act or where a **STOP** will be essential for the safety of all vehicles, or where any other sign, marking, etc., may be required, to cause such to be placed according to law. Such expense to be paid out of.....fund.



DEPARTMENT OF COMMERCE  
Washington

## Keeping the Atmosphere Clean

When an industrial community realizes that keeping the air clean is a project of similar magnitude to keeping streets clean, providing clean water, removing city waste, or guarding the moral atmosphere, then there may be hope of success in smoke abatement, states O. P. Hood, chief mechanical engineer, Bureau of Mines. "We usually think of the project in too small terms," continues Mr. Hood. "It is thought of as is the dog catcher or the boiler inspector—a matter of a man or two, a job or two, and a small appropriation of variable and uncertain amount, to be abolished in a fit of economy and reestablished under pressure of a vigorous minority.

"Even so, it is surprising how much is obtained for the effort; but the community is rarely satisfied, for the job is bigger than it was conceived to be. Continuous, never-ceasing effort is required to clean up a smoky city. A few months of relaxation and some years of effort are canceled.

"It is useless to look for a spectacular cure. Success comes only after long-continued, highly skillful effort. When a new plant goes in and it proves to be a smoker, remedying the condition is difficult. The community will probably have to stand smoke for a long time while the owner spends money temporizing with weak expedients, finally arriving at the conclusion that 'it cannot be done.' The remedy is to provide such engineering oversight of new installations as to insure a nonsmoking plant to begin with. This can be done. It may mean changes in building plans, a larger investment, a greater responsibility of management, a more intelligent operation, but these things are the price of clean air. The

higher grade of installation usually pays well by reducing running expenses. It is of little use to complain of smoky stacks and allow new ones to be added daily. It is not often that smokelessness is one of the main objectives in an installation. Capacity, convenience, efficiency, and low cost come first, with a weak but laudable hope that smokelessness can be had also at no increase in cost. This order must be reversed in the public mind if we are to have clean air. Smokelessness must be a first requirement. These simple illustrations indicate that successful smoke abatement is a problem requiring high technical ability, the administration of a difficult human problem, a change in attitude of a community, willingness to wait for results, and readiness to pay for continuous, long-time effort free from political control. So far we have not found this combination, so that results are incomplete.

"There is a great waste of ineffective effort in smoke-abatement agitation that gets nowhere because of a lack of vision as to the kind of job it is and an unwillingness to pay the price. Engineers believe that it can be done, and at a price not out of proportion to its worth."

### POLLUTION OF CITY AIR

City air is polluted in various ways, states the Bureau of Mines, Department of Commerce, in a recently issued bulletin. These are:

1. By soot from coal burned in industrial operations, large heating plants, and domestic stoves and furnaces. This soot is the chief source of harm and annoyance. It is a mixture of varying proportions of carbon, tarry products of

coal distillation, sulphur acids, and ash. Inhaled with the air, it lodges in the throat and nasal passages and the finer particles get into the lungs. The tar and sulphur acids make it an active irritant and predispose the breather to throat trouble and pneumonia. Soot soils and damages clothing, curtains, and woodwork and injures vegetation. Smoke from high-pressure boiler plants tends to be high in ash and contains little tarry matter. Smoke from low-pressure plants and from domestic stoves and furnaces is higher in tar acids and oily products of combustion and is more detrimental to health, property, and vegetation.

2. By gases from coal fires, from manufacturing plants, and from the decay of organic matter. Among these gases are sulphur dioxide, sulphuric acid, hydrogen sulphide, ammonia, chlorine,

nitrogen acids, and carbon dioxide. Of these only sulphur dioxide, produced by the burning of coal, and sulphuric acid, formed from the sulphur dioxide by the action of air and water vapor, are usually present in more than negligible quantities. Both are poisonous and corrosive. In some places in the West there has been considerable litigation between farmers and ore-smelting plants as a result of damage to crops and livestock by sulphur dioxide from the plants.

3. By dust not from fuel. This includes considerable quantities of fine dust from industrial and building operations, paving dust from traffic, pollen, spores, decayed organic matter, and soil. Such dust is, as a rule, less harmful to health and property. In Chicago the proportion of nonfuel dusts in the atmosphere is estimated at 41 per cent.

## Clerks, Auditors and Assessors' Section

Edited by W. E. Varcoe, City Clerk, Alameda

(1) An attorney who specializes on street law has recently questioned our practice of stating in the notice calling for bids that: "Sealed proposals will be received up to 10 o'clock a. m. on .....day of....., and will be opened at or after that hour." This attorney contends that our notice does not fix the time for opening bids as required by the 1911 Improvement Act. The addition of the words "or after that hour" was made upon the advice of another attorney in case the opening of bids was delayed in the meeting, and also to meet the contingency arising if there was no meeting of the Council on the date fixed, due to lack of a quorum or some other unforeseen cause. While no quorum meetings are exceptional with our Council, there is always the possibility of one, especially during the summer vacation period, and such a situation might arise on the day fixed for opening bids, as it

did several years ago. At that time, it was deemed advisable to re-advertise for bids.

I am wondering if this question has come before other City Clerks. I am inclined to think that the attorney, when raising this point, was being just a little over-cautious.

(2) In case the Mayor or President of the Council leaves during a council meeting and the Vice-President takes the chair, by whom should the ordinances, resolutions and minutes of the meeting be signed? Should the Mayor or President sign all documents representing legislative or administrative acts of the Council and the minutes of the meeting, or only those passed while he presided at the meeting, the minutes being signed by the Vice-President? This latter plan is followed in our office. This question of "who shall sign" is not especially urgent, but I should like to know the practice in other cities.

# THE IMPORTANCE OF BUDGETING IN PLANNING IMPROVEMENTS

By G. GORDON WHITNALL

Director, Los Angeles City Planning Commission

[Address before Los Angeles City Club, Dec. 7, 1926.]

I assume that we should, as rapidly as possible, secure more parks; so the question of primary importance is, How? The geographical location of parks in relation to population to be served is another governing consideration. Granted that the geographical location is satisfactory, consider how such public improvement can be secured.

How much we will do, depends upon practical limitations. To use an inelegant expression, we have gone "hog-wild" on public improvements. We must be careful of further increases, or we will kill necessary improvements. The budget of the city of Los Angeles is \$20,000,000 and upwards annually. All of this comes from taxes. There is, however, an equally large tax bill in the form of public improvement assessments. All of this comes out of the pockets of the taxpayers. There are some places in the city of Los Angeles and outside the city in the county where the tax burden is almost to the breaking point, because of the combination of tax levies and assessments for public improvements. *This condition demands that we must budget our public improvements.* Highways and major traffic plans, I assume, are of major importance and one highway project that I know of goes through an area already so burdened that the taxpayers cannot stand the cost of the improvement. Although this highway will yield more benefit than some other improvements which have already created this unbearable burden, the proposed highway cannot be constructed without imposing direct distress upon the taxpayer and even confiscation of his

property. *Such a condition could be and should be prevented. This can be done by budgeting all public improvements.*

Such budgeting of public improvements should indicate the order of priority. A homely illustration will indicate the sane procedure in this matter.

I have a radio set which is one of these 2x4, three-tube affairs, with rather indifferent receptive ability and frequently registering static. There is a fine radio set, one exactly the kind I would like to have, in the store—a beautiful thing which would give me both utility and pleasure, but it costs too much. I cannot afford it. I will have to get along, at least for the time being, with the one I have.

The city is in a similar position. It may want many improvements, but the ability to pay should be taken into consideration for the city of Los Angeles, in an identical manner as in my case with the radio set. Perhaps I can get that radio set for Christmas, but first I must get what I need most; then, if I have any money over, I can get the radio.

At the present time, chaos and the lack of system mark our procedure in securing public improvements. We must install system. I know of a street in this city which it was decided to widen. Condemnation proceedings were begun and necessarily continued through the long legal process which is usual in such a case. In the meantime, the people on that street decided that they wanted ornamental lighting. They instituted proceedings for this improvement, and, since this does not take so long as that for widening, it



was approved and the lights installed. Almost before the bronze paint was dry on the standards, the widening was begun, and the lighting system, not yet paid for, was torn out, in order to set back the curbs. *This could be and should be prevented.*

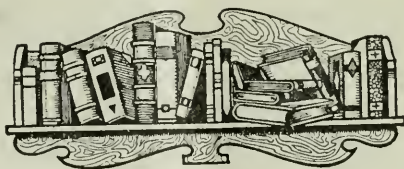
There are also instances where promoters forced the premature subdivision of the very best agricultural land in California—land in actual production. By putting in what they call permanent improvements, if there are such things, by burdening this agricultural land with urban improvements, they have changed productive agricultural land into non-productive vacant lots. *Such a thing could be and should be prevented by a consistent sane plan of public improvement, even going so far as to protect the public against themselves.*

We must prepare a plan which will show all assessments now in existence and all major projects proposed. A master map must be prepared showing the density of assessments and all improvement districts must be shaded so as not unduly to burden any property. Only when we have such a plan and such a map can we intelligently say we can do this or that,

or we cannot do this or that. We cannot meet over-night the cost of all improvements we feel necessary. *We must take them in order of their necessity.* We must consider the means available on the basis of a commonsense business plan. *We must budget all plans of expenditure for public improvement.* We must not use up in one public improvement all our available resources which will prevent us from securing other improvements of equal or greater importance.

If, after deliberate and careful study, we can secure this 900-acre park consistently, as a part of the whole program of public improvements, as determined by such a budget plan as I have so briefly indicated, then I believe we should have this park.

It may sound strange coming from me, but I feel that in the past we have had an over-emphasis of planning. We have had maps, maps, maps prepared, but we have not had consistent and thorough planning with proper regard for a sane budget of all public improvements, based upon priority determined by necessity and desirability. Let us have such a plan, and henceforth proceed sanely, by continuing with our planning and programming.



## Discussion

Following the Address of the Hon. CHARLES F. TODD

— on —

## The Traffic Problem

—at the—

Annual Convention at Yosemite

August 16, 19, 1926

MR. ANDREWS (Colton): I think I have an idea here which is worthy of this body's attention. We recently adopted the uniform traffic ordinance spoken of by Mr. Heath and Captain Murphy, and, of course, that ordinance has to be advertised, and while the printer had it set up we had several thousand copies made which cost very little. The superintendent of schools has agreed to take it into the school and make it a part of the study of civil government, and to the younger children who are not old enough to read it and understand it, they will explain the more common errors committed by youngsters and others. We believe if you can get children to understand, they will go home and explain the whole thing to their parents; and nothing a child likes to do as much as to point out an error which parents have made.

I just leave that as a word from Colton.

MR. BARZELLOTTI (Presiding): Is there anything else?

MR. CARROLL (Alhambra): With reference to this uniform traffic ordinance, I can readily see where it will be a wonderful thing. I can point out down in our section of several conditions that are exactly opposite with reference to traffic regulations. For instance, in Long Beach they have parking lines and you must park inside of those lines. In Pasadena they have parking lines, but you must park outside of them. Now, what are you going to do? You wonder where

you are; and the same condition is true of other rules.

One thing that I want to speak of at this time—I don't know whether it is germane to come before this body at this time, but I believe it would not be out of place to call attention to the distinct traffic law in passing a vehicle. The regulation is that you must have a clearance of three hundred feet when you are cutting in; that that is the proper distance you must be from the vehicle which you are passing. It strikes me, and I have had some experience with traffic officers on that proposition and it has been brought home to me—it strikes me that three hundred feet clearance is a great hindrance to traffic. Why would not a hundred feet be plenty of clearance? All you want is clearance enough to cut in when you are cutting in at the proper distance to be safe in cutting in. So why require three hundred feet where conditions at times make it practically impossible? Traffic could be pushed along at a greater speed if the clearance required was cut down. It seems to me that is worthy of consideration.

MR. LAUX (Santa Barbara): It seems to me we are a little bit wrong in this matter, because in any building they always introduce the factor of safety, but I think, individually we are requiring too much in that respect, the matter of safety. Where the pavement is wide enough for four lines of traffic we should

be allowed to pass regardless of other cars. That is something which the traffic officers do not seem to consider, that where the pavement is wide enough for two machines of traffic in each direction and where there is little traffic you should be allowed to pass so long as you are at a safe distance. Traffic officers rarely consider that. Whereas, it is perfectly safe where the pavement is wide and you have plenty of room to pass. On the other hand where it is merely a two line traffic pavement I am quite sure that the limit of 300 feet is not correct.

CAPTAIN MURPHY (Fresno): That is just one of the reasons that this law is proposed, to get traffic regulations uni-

form, and in case it goes to the State Legislature for us to get behind it.

MR. BARZELLOTTI (Presiding): If there is nothing more on the subject, and the hour is getting late, and we have on the program a paper by Mr. Stafford from the State Highway Commission, I will now introduce Mr. Stafford.

MR. STAFFORD: Ladies and gentlemen, I will not take up your time this morning with a little prepared talk which I had for this occasion as I know your time is limited, but I have thought you might be interested somewhat in the financial problems of the Highway Commission and what we have in hand, what we have to do to take care of this very question

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you have been discussing, namely, the solution of the traffic problem.

The State Highway Commission has at its disposal approximately \$11,000,000 a year from the gasoline tax and motor vehicle license ordinance at the present time. That, it is thought, will be approximately the revenue available this year for maintenance and reconstruction. Under the law the money available to the State Highway Commission from these sources can only be used for maintenance and reconstruction.

The county, as you know, can reconstruct and maintain, but the State Highway Commission can only use that money for maintenance and reconstruction; that is the law, because we find this revenue is not sufficient to permit of any new construction, although with the normal increase it is probable that within a few years we will have caught up with the progress.

Now, we have had to spend about one-half of that amount for what we call "General Maintenance" and special repairs or major repairs. That would be this year five and a half millions of dollars will be spent for major repair work or reconstruction. The money, of course, is sufficient for maintenance and major repairs, although to give you an idea of the drain on our funds for that purpose I will cite the fact that last week we had quite an extensive cloudburst in the southern part of the state and in the Imperial Valley which caused three million five hundred thousand dollars in damage along the coast in Los Angeles and Ventura County. This last winter the storm damage caused by wave action alone will probably cost several hundred thousand dollars in rip-rap seawalls and so forth, before the damage done this year alone is corrected. Along the coast in Mendocino and Humboldt counties the severe rains of last winter caused several landslides which again will cost several

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Now, as I say, we have left about five and a half millions of dollars for maintenance and reconstruction. Our maintenance and reconstruction problems are, of course, considerable. We want to widen and lengthen our main trunk highways throughout the state as rapidly as that can be done, but in the vicinity of large cities traffic is increasing so rapidly that we find we have to spend up to \$100,000 per mile and sometimes in excess of that in order to adequately handle this increase in traffic.

We have before us this day the problem of widening and straightening the highways south or west or east from Los Angeles through the foothill towns of Ventura, Monrovia and Azusa and so on to San Fernando and to Redlands. At the present time the highway passes through the congested districts of these cities, and if it is possible we can so route the highway that we can take this through traffic away from the congested centers, in that way relieving the cities of this additional traffic. Through traffic should not go through the business districts because it creates a congestion, and that can only be relieved by carrying the traffic back and away from the congested districts, and I believe a great deal of aid can be given by your League in helping in the solution of the traffic problem. Encourage the small municipality not to work for and urge upon the State Highway Commission to route the State Highways through the congested sections of the towns. If we will look into it we must realize that the ultimate solution is, as



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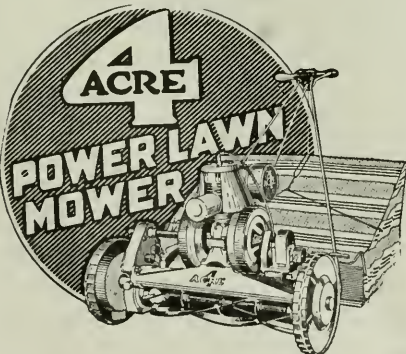
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far as possible, to route our main through highways through the outskirts or around the towns.

Now, then, if that is the ultimate solution, and in my opinion there is no doubt about that, we might as well start on the program today, because if we don't work on some program which anticipates things of the future we are always going to be bound, and likewise we are not working to the best economic advantage of our communities.

I think, Mr. Chairman, that is all that I have to say today, although I would like to have an opportunity to discuss our maintenance problems.

(Applause).

MR. BARZELLOTTI (Presiding): Are there any questions to be asked of the speaker?

MR. HOGAN (Stockton): Mr. Stafford, you spoke of spending as much as \$100,000 per mile for widening some highways. Why should such heavy costs prevail on that class of work?

MR. STAFFORD: Well, take south of San Francisco. San Francisco, at the present time has only one real outlet into Santa Clara Valley. At the present time the only outlet is down the Peninsula through Colma, past the cemeteries and on down the Peninsula. Now, to adequately take care of the traffic in that section that thoroughfare will have to be widened not less than fifty to sixty feet. They will have to make the road thick enough to take care of heavy traffic, and you will find, taking into consideration rights of way which are necessary, would increase the cost rather in excess of a hundred thousand dollars a mile; and for only a limited mileage, the expense of putting in pavement of that width and thickness, the cost rapidly increases.

The State Highway Commission is having very material assistance given it from the City and County of San Francisco, but nevertheless, the burden is high.

And then out of Los Angeles over the Whittier Boulevard, from Los Angeles to Whittier, on the main Coast Road we have a similar problem and we must construct our pavements wider, even though we get a certain amount of assistance from the local improvement districts to take on a share of the expense.

MR. KENNEDY (San Francisco): I have been informed that the Chief Engineer of the State Highway Commission is credited with having made a statement a short time ago that in his opinion the present law limiting the speed of vehicles on main traffic highways to 35 miles would of necessity have to be modified to take care of the traffic approaching metropolitan areas.

I happen to live below San Francisco and that problem is apparent every time you drive over this road. There is a vast increase in the percentage of the population which is moving to the outskirts of cities and using automobiles for transportation back and forth. That has become part of the daily task—driving back and forth, which puts an enormous burden on this highway during the peak hours. And I have no doubt the same thing is true around Los Angeles. It seems to me that 35 miles an hour, even with four line traffic highways, is hardly sufficient to move traffic over these highways during peak periods.

Inasmuch as the Highway Commission and the Traffic Department of the state and several cities are represented here, I am wondering if that is anything that ought to be brought up before this meeting?

MR. BARZELLOTTI (Presiding): Is there anybody who can answer that question?

MR. HAYDEN (San Francisco): I would like to hear what Captain Heath of Los Angeles has to say on that.

CAPTAIN HEATH (Los Angeles): As far as the speed limit is concerned, I



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think we are getting in too much of a hurry. Out on the open road where there is no cross traffic I have no objection to a reasonable speed limit, but where there is cross traffic, I think 35 miles an hour is fast enough, because safety should be first. Safety should come first. Better take a few minutes longer and get there safely than otherwise.

MR. FOLEY (Torrance): I think what the State Highway Commission and the different counties should do is to provide truck boulevards as well as passenger automobile boulevards. The time is coming when we will have truck boulevards and passenger boulevards. Suppose you are allowed to go 35 miles an hour and you get back of a truck you are lucky if you make ten miles an hour and naturally you are going to speed up when you get around that truck, and there is a traffic cop up the line waiting for you. I think if we have boulevards for trucks and passenger automobiles everybody will feel better.

MR. STROOPS (Inglewood): Inglewood is a city southwest of Los Angeles. We have a traffic problem there in getting to and from Inglewood from Los Angeles. We have two thoroughfares out of Inglewood into Los Angeles at the present time and there are many motor cops along the highways watching the drivers all the time. Lots of people are getting into trouble both from Los Angeles and from Inglewood. The only solution I see, as Captain Heath says, "Not so much speed but more roads." We need more roads and wider roads all the way through and I think the Traffic Commission and the different municipalities should unite and figure out more roads. They cost money, but they are worth it. If they save lives, it is money well spent; and too much speed going in and out of cities is killing more people than all the state highways combined so I would be in favor of more roads and less speed.

MR. NUZUM (Alhambra): I notice one thing the State Highway Commissioner spoke of, and that is in regard to traffic being directed through the center of cities. It makes no difference, small or large, the Automobile Club will always direct traffic through congested parts of cities. If we can all get together and educate the people, especially the business men and do away with that one thing we will relieve cities of a great deal of traffic and our citizens will be relieved of a great deal of "Getting into trouble with traffic officers."

MR. BARZELLOTTI (Presiding): Is there anything further on the subject? If not the next thing on the program is the election of a chairman of the Department of Engineers for next year. Nominations are open.

MR. JENSEN (Fresno): We have among us a man who has done a lot of work in this organization, a man who is interested in health work—county health work, a man who has been one of the pioneers in the county health work—he is interested in traffic problems and is one of those who has taken his time to meet with the other men of this organization; a man of wide experience in all sorts of city work and improvements; and I want to place in nomination Mr. W. B. Hogan, City Engineer of Stockton, for the presiding officer of this section.

MR. HOGAN (Stockton): It has been my pleasure to observe the work of one of our engineers in San Joaquin Valley for a great many years. He is connected with the City of Fresno and is now Commissioner of Public Works and ex-officio City Engineer. I wish to place in nomination Mr. Andrew M. Jensen of Fresno.

MR. KENNEDY (San Francisco): I second the motion and I move that the nominations be closed.

MR. JENSEN (Fresno): Mr. Chairman, with all due respect and thanks to my

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friend Mr. Hogan I ask that my nomination be withdrawn.

MR. HOGAN (Stockton): Mr. Chairman, there is a motion before the house that the nominations be closed.

MR. JENSEN (Fresno): Nevertheless, I ask that my nomination be withdrawn.

MR. BARZELLOTTI (Presiding): It has been regularly moved and seconded that the nominations be closed; are you ready for the question?

(The motion was unanimously carried.)

MR. UNDERHILL (Glendora): Inasmuch as Mr. Hogan's face is not familiar to some of us, will he please stand up?

MR. JENSEN (Fresno): I would like to say, Mr. Chairman and gentlemen, that Mr. Hogan has been attending the meetings of the League longer than I have and I would ask that you withdraw my nomination.

MR. HOGAN (Stockton): You are too late.

MR. JENSEN (Fresno): Mr. Chairman, I respectfully request that my name be withdrawn.

MR. BARZELLOTTI (Presiding): Very well, Mr. Jensen. Now, gentlemen, there is only one nomination. It seems to me that Mr. Hogan should be elected chairman for the next year.

MR. KENNEDY (San Francisco): Mr. Chairman, I know both of these gentlemen, but I know very much more about them because of their reputations than I know personally, and I think either of them would serve as a very able and conscientious presiding officer for the coming year. It would be very hard to cast a ballot for one and against the other, because I know they are both highly qualified for the position. If Mr. Jensen, however, feels for any reason he cannot willingly serve as the presiding officer of this section, I would certainly be glad to make the motion that a unanimous vote be cast for Mr. Hogan of Stockton.

MR. HOGAN (Stockton): I don't think Mr. Jensen should be allowed to withdraw his name. He has been regularly nominated and the nomination should stand.

MR. BARZELLOTTI (Presiding): Mr. Jensen, do you desire that your nomination be withdrawn?

MR. JENSEN (Fresno): I do, Mr. Chairman, and I want to thank my friend Mr. Hogan, and my friend, Mr. Kennedy for their kind words.

MR. BARZELLOTTI (Presiding): It has been regularly moved and seconded that a unanimous vote be cast for Mr. Hogan as presiding officer of this section for the ensuing year.

(The motion was duly seconded and by a unanimous vote Mr. W. B. Hogan (Stockton) was elected chairman of the Engineering Section for the ensuing year.)

MR. BARZELLOTTI (Presiding): Mr. Hogan, your election has been unanimous, and I want to congratulate you. I therefore take pleasure in turning over to you the chair.

(Prolonged applause and calls for a speech.)

MR. HOGAN (Chairman-elect): Gentlemen, I want to thank you for conferring this great honor upon me. I appreciate it as a great honor and I am going to try to do my best to make the Engineering Department Section of this Convention a success during my term. Next year we meet in Sacramento. I will be handy to that location. I have always felt that the Engineers Section has not had the place on the program which it should—not through any fault of the officials of the League, but through the fault of the section itself. There is no reason why the engineers should not be organized as well as the City Health Officers' Section. I think you will all agree that there is no section as well represented and doing as much work as the Health Officers are.

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As your presiding officer I will perhaps take that procedure during the coming year and if you get a letter from me I want you to give me an answer and tell me what the program should be.

I think there is other and important business before the body at this time and I hope you will all be back here at 11:30 for the general meeting. The meeting will stand adjourned.

(At 10:50 o'clock A. M. the meeting adjourned until 11:30 o'clock A. M.)

(At 11:30 o'clock A. M. the convention assembled and was called to order.)

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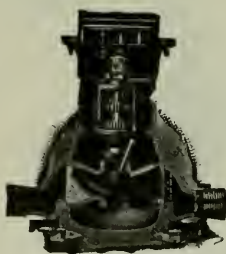
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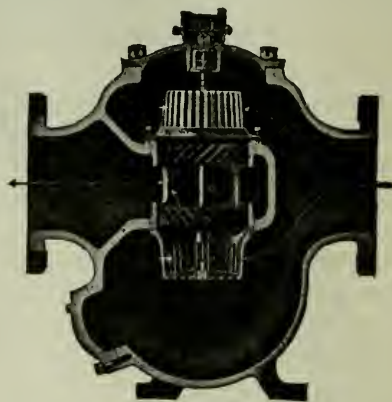
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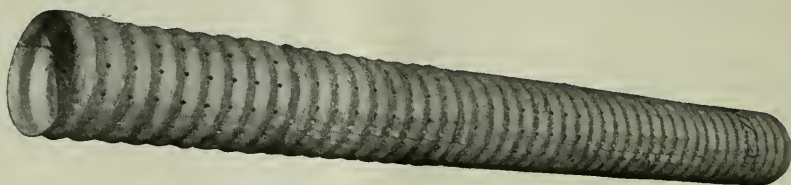
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Colusa	Hillsborough	National City	San Bernardino	Watsonville Willows
Concord	Hollister	Needles	San Bruno	Walnut Creek
Corcoran	Holtville	Nevada City	San Carlos	Wheatland Willits
Corning	Honolulu	Newman	San Diego	Whittier Yreka
Coronado	Huntington Beach	Newport Beach	San Fernando	Woodland Yuba City
Compton	Huntington Park	Oakdale	San Francisco	
Corona	Hyde Park	Oakland	San Gabriel	
Covina	Imperial	Oceanside	San Juan	

Total - - 257

Associate Members—Oregon: Astoria, La Grande

# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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## ENGINEERS' SECTION

To be edited monthly under the supervision of W. B. Hogan of Stockton, Chairman of  
the Department of Engineers, Councilmen and Street Superintendents.

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### The Preparation of Street Proceedings

By ALLAN J. WAGNER, City Engineer, Sacramento, Cal.

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The preparation of correct, air-tight street proceedings is one of the most important, and at the same time least understood duties of the Street Department. The success of the street improvement project is assured if the proceedings are correct; if not, endless grief and financial loss is the result.

Sacramento has had unusual success with its proceedings, no financial loss to the City, the property owners or the contractors has appeared on the records since 1912. This is a record, I believe, hard to equal in any city in California handling the amount of public improvements that we do.

The procedure in a municipal improvement project, whether sewers, sidewalks, paving or curb and gutter is to some only a routine matter to be disposed of without much consideration. To the writer, it is the most important detail in connection with the whole project. Its importance has been recognized for many years by engineers, street contractors and others in direct contact with municipal assessment work.

In the early days of municipal improvements, the cities did pretty much as they pleased with dire results. Now, due to the efforts of men with vision, the preparation of street proceedings and

the issuance of street improvement bonds has been regulated by state statutes, so that now our bonds bring par on the bond market and the taxpayers and contractors are protected from financial loss.

For the benefit of those interested, I will endeavor to present in this article the method followed in Sacramento, and generally throughout California, in all street assessment work. While I am writing with Sacramento as a background, the procedure is well defined in the various street improvement acts, and can easily be followed by anyone and the same results obtained.

1. Calling up the project.
2. Adoption of the Resolution of Intention to do the work.
3. Posting Notice of Improvement.
4. Council holds Hearing on Project.
5. Issuance of Call for Bids.
6. Receipt of Bids.
7. Award of Contract.
8. Construction, Inspection and Acceptance.
9. Filing of Assessment.
10. Hearing on Assessment and Approval of same by Council.
11. Issuance of Bonds to cover unpaid assessments.

The following comments on each item



will explain more fully the various steps involved.

The work may be called up either by petition or by the Council. If by petition, we require at least 51 per cent of the frontage affected to be favorable. If called up by the Council the resolution of intention, which very carefully describes the limits and character of the work, the area to be assessed, and the date for the hearing, may be adopted.

In case of a petition, the resolution is not adopted until a check is made of the signatures to determine whether a majority of the property owners are in favor.

Following the adoption of the resolution of intention, it first must be published twice consecutively in a daily paper of general circulation, then notices of improvement are posted along the proposed work, and throughout the district to be assessed. These notices also specify the protest date, which must be held not less than ten days after the resolution has been adopted.

At the time set for hearing, the City Council hears and disposes of protests against the proposed improvement and then, having acquired jurisdiction, passes a Resolution Ordering the Work and an order directing the City Clerk to publish a notice calling for bids.

The law does not definitely specify a time limit for the date on which bids should be received. In Sacramento, this time is set at two weeks following the call for bids. Also, no time is specified for the awarding of the contract. We sometimes award the contract at the same meeting that we opened the bids. This depends on a scrutiny of the bid prices. If in doubt, we hold the award and make an investigation and report to the Council.

When the award has been made, the law requires that a notice of the fact be published for two days, then the property owners, if they so desire, may make

private contracts, either with the low bidder or any other contractor for the work to be done on their frontage. This detail takes ten days, after which the contract may be signed by all concerned and the work done.

On the completion and acceptance of the work, assessment against the property affected is made and filed with the City Clerk, who sets a date for hearing protests, the date to be not less than fifteen days from the published file date. The notice of filing is published for two days.

One point I wish to bring out in connection with the assessment is that the law gives the Superintendent of Streets the exclusive right to determine the benefits derived by each piece of property involved in the assessment, and the only appeal from his decision is to the City Council, who must themselves, if they override the Superintendent of Streets, fix the amount of the assessment.

After approval of the assessment roll by the Council, the property owners have twenty days in which to pay their assessments, or if they so elect, bonds under the 1915 Municipal Improvement Act may be issued. Cash payments relieve the property owners of interest payments, but by some the bond plan is preferable. In Sacramento, most of our bonds are on the ten year payment plan, though some are fifteen year bonds.

The Superintendent of Streets must, before issuing the bonds, publish a list of unpaid assessments, after which the bonds are issued and turned over to the Contractor in payment for the work done.

The making up of the assessment is another detail that may lead to considerable grief if not carefully and impartially done. In Sacramento, the method followed is to make the levy on the front foot basis for all the work in front of the property, and spread the

intersection cost on all the property according to the benefit, it is believed, the property owners will derive from the improvement. By so doing we do not overload the corner lots, and believe this to be a fair way of handling this.

We have one procedure in connection with street improvements which is not required by statute, but which assures a proper settlement for the contractor, a ready sale of the bonds, and the rapid

completion of the work. This is the approval by some legal expert of each and every step of the proceedings from its inception to its completion.

In conclusion, the writer wishes to commend Mr. George B. Welch, Chief Clerk of the Engineering Department of the City of Sacramento, who has handled all of our street proceedings for the past twelve years, and to whom our freedom from grief is entirely due.

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## THE VALUE OF COST ACCOUNTING ON STREET MAINTENANCE

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By COLONEL A. J. EDDY

City Engineer and Superintendent of Streets, Berkeley, Calif.

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No successful manufacturer or contractor would think of running his business without having accurate information as to the cost of the article that he manufactures, or of the construction units that he builds. They both demand an accurate up to date accounting of every detail that sums up into operating expense. The inner workings of a successful corporation are largely dependent for daily progress and for intelligent expansion on minute calculations in the hands of cost accountants. There is no reason why this factor should be neglected in city administration or why some form of intelligible compilation of cost data should not be applied to any department of city government that spends the public's money.

In Berkeley, California, the Department of Public Works has developed a system of maintaining cost data that has led to concrete results, especially in regard to street maintenance. Up to January, 1926, it had not been possible to obtain accurate cost data because of our inadequate system of bookkeeping. At this time, J. P. Langan was employed to take charge of all bookkeeping and cost finding, and he has reorganized our system so that accurate costs are now being obtained.

It was formerly the practice to charge materials against the various functions, or against the classes of work for private parties at the time those materials were requisitioned. This led to considerable error because it was impossible to prophesy, at the time a requisition was made out, just how the various materials were going to be expended on actual work.

### NEW ACCOUNTING METHOD

At the end of the fiscal year, a Public Works Stock Account was inaugurated in the Department, and all requisitions for new materials are charged against this account. When the materials are actually used, they are charged against the particular job or function of the Department, so that now actual and intelligible cost on all classes of work are being obtained.

The most important result of our method of keeping cost data on street maintenance in Berkeley has been to demonstrate clearly that the greater cost of mains

taining oil macadam pavements makes it profitable for us to pave our streets as soon as possible with permanent hard-surface pavements.

We can show to the City Council or to the City Manager or to the public just what streets are most in need of hard surfacing, and how much ought to be done at any given time, and we can tell them, in the clearly understandable language of dollars and cents, why it ought to be done.

The figures we keep show immediately whether or not an excessive amount is being spent for maintenance of the oil-macadam surface. If it is excessive, then this street, having probably the most traffic should be replaced with hard-surface pavement.

For example, the tabulation below, contained in the Department's recent Annual Report, shows a list of five streets characterized as arterial highways, which are built of oil-macadam, and which are inadequate for the traffic they carry.

The last item in the tabulation shows the cost of maintaining a hard-surface pavement which is comparable in volume of traffic to the oil-macadam examples above it. Thus we were able to show that it costs thirty-one times as much to maintain the portion of Spruce Street, the first on the list, as it does to maintain a typical hard-surface pavement:

#### ARTERIAL HIGHWAYS OF OIL-MACADAM WHICH ARE INADEQUATE FOR TRAFFIC

Street	From	To	Length in Miles	Cost for 2 years	Cost per mile per year
Spruce St.....	Los Angeles.....	Rose.....	.388	\$1,278.21	\$1,635.00
The Alameda.....	Monterey.....	Solano.....	.227	593.44	1,307.00
Solano Ave.....	Alameda.....	Tulare.....	.298	617.20	1,034.00
Euclid Ave.....	Eunice.....	Regal Rd.....	.740	791.10	535.00
Ashby Ave.....	Adeline.....	San Pablo.....	.938	945.73	504.00
		(Hard Surface)			
University.....	Third.....	Grove.....	1.55	164.06	53.00

and also that this particular section of Spruce Street cost five times as much as the average of oil macadam streets for the fiscal year. Obviously, Spruce Street is the one that needs the hard surface first.

Name of Street, Oxford, from Hearst to Rose; Class, Oil Macadam. Width in feet, 20; length in feet, 3,000; length in miles, .568; area in sq. feet, 60,000; area in sq. yards, 6,667.

Date	Work Done	Cost of of Labor	Cost of of Equip- ment	Cost of of Ma- terial	Total Cost	Cost per Lin. Ft.	Cost per Lin. Mile	Cost per Sq. Foot	Cost per Sq. Yard
10/13/24	Patched.....	\$39.91	\$8.84	\$75.32	\$124.07	.....	.....	.....	.....
3/12/25	Patched.....	10.78	2.95	24.35	38.08	.....	.....	.....	.....
5/28/25	Patched.....	16.96	4.72	18.53	40.21	.....	.....	.....	.....
7/21/25	Patched.....	16.85	4.70	24.25	45.80	.....	.....	.....	.....
11/ 3/25	Planed & Patch....	46.10	20.88	42.89	109.87	.....	.....	.....	.....
2/16/26	Patched.....	25.46	7.57	32.23	65.26	.....	.....	.....	.....
5/28/26	Patched.....	39.04	11.05	51.84	101.93	.....	.....	.....	.....
	Totals for Period July 1, 1924, to June 30, 1926...	\$195.10	\$60.71	\$269.41	\$525.22	\$ .1750	\$924.60	\$ .0087	\$ .078



The above is an example of the cost accounting that is done by this office for street maintenance, and other activities are handled in like manner. For example, Berkeley is required by ordinance to install all lateral sewer connections; also a large amount of trench resurfacing is done as a matter of convenience to the public utilities. Our cost accounting system demonstrated very soon that the rates being charged for this work were entirely too low; appropriate rates are now being charged and the City during this fiscal year will save several thousand dollars because each function is made to carry its own expense.

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## Measures of Interest to Municipalities Now Pending in the Legislature

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### A. B. No. 6

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

An act to amend those sections of the Municipal Corporation Act governing cities of the fifth and sixth class so as to change the name of "board of trustees" to "city council," the name of "marshal" to "chief of police," and the name of "recorder" to "city judge," all in fifth class cities. The only cities that would be affected by those changes are Santa Ana, Oroville, Woodland and San Buenaventura.

The other provisions of the bill would make corresponding changes in the names of officials of sixth class cities.

### A. B. No. 15

Introduced by Mr. McDonough. Referred to the Committee on Labor and Capital.

This bill would amend section 653c of the Penal Code, which limits the hours of labor on public works to eight hours per day, except in extraordinary emergencies, by requiring the contractor to file a verified report of the nature of any emergency which would require working more than eight hours per day.

### A. B. No. 19

Introduced by Mr. Spaulding. Referred to Committee on Municipal Corporations.

This bill would amend section 1 of the Annexation Act of 1913 by authorizing the annexation to a municipality of territory lying across the boundary line of an adjoining county.

This bill was passed by the legislature two years ago but was vetoed by the governor.

### A. B. No. 20

Introduced by Mrs. Woodbridge. Referred to the Committee on Labor and Capital.

This bill provides for a new act limiting the hours of duty of members of paid fire departments in any municipality, county or other political subdivision of the state. It would probably have the effect of requiring the two-platoon system in every case.

### A. B. No. 21

Introduced by Mr. Spaulding. Referred to the Committee on Municipal Corporations.

This bill would amend section 1 of the Act of 1913 providing for the consolidation of municipal corporations, by authorizing such consolidation even though the cities were in adjoining counties, providing the territory is contiguous. This bill was passed by the legislature two years ago but vetoed by the governor.

**A. B. No. 22**

Introduced by Mr. Parkman. Referred to the Committee on Drainage, Swamp and Overflowed Lands.

This bill would add a new section to the Sanitary District Act of 1923, providing for the annexation of territory to sanitation districts.

**A. B. No. 36**

Introduced by Mr. Scofield. Referred to Committee on Public Health and Quarantine.

This bill would provide an act for the formation, government and operation of garbage disposal districts in incorporated or unincorporated territory.

**A. B. No. 37**

Introduced by Mr. Scofield. Referred to Committee on Public Health and Quarantine.

This bill would add a new section (19a) to the act providing for county sanitation districts, and authorize the respective boards of directors of two or more such sanitation districts to enter into an agreement for a centralized or joint administrative organization.

**A. B. No. 39**

Introduced by Mr. Scofield. Referred to the Committee on Municipal Corporations.

This bill would provide a new general law relating to zoning. It is broadened so as to be applicable to counties as well as cities. The bill was introduced at the request of the legislative committee of the league.

**A. B. No. 40**

Introduced by Mr. Keaton. Referred to Committee on Municipal Corporations.

This bill would amend section 3 of the Municipal Bond Act of 1901 by providing that the required two-thirds vote would be based on the number of electors voting on the proposition instead of the number voting at the election.

**A. B. No. 46**

Introduced by Mr. Keaton. Referred to Committee on Revision of Criminal Procedure.

This bill provides a new act specifying the powers and duties which may be conferred upon a city prosecutor in any city or city and county operating under a freeholders' charter.

**A. B. No. 54**

Introduced by Mr. Little. Referred to Committee on Municipal Corporations.

This bill would provide a new act authorizing any city and county, county, or city operating under a freeholders' charter to acquire land and improve the same for the maintenance of air ports, and for that purpose to incur an indebtedness and issue bonds.

**A. B. No. 157**

Introduced by Mr. Woolwine. Referred to Committee on Municipal Corporations.

This bill would add a new section (38) to the Change of Grade Act of April 21, 1911, by authorizing the making of reassessments.

**A. B. No. 158**

Introduced by Mr. Woolwine. Referred to Committee on Municipal Corporations.

This bill would amend sections 4 and 5 of the Improvement Bond Act of April 27,

1911. It would amend section 4 by authorizing the payment of assessments in ten, twenty or thirty installments instead of five or ten installments as the law now requires. It would also amend section 5 by providing a procedure whereby any owner of land against which an assessment and bond has been issued to pay off said bond and discharge the lien of the assessment.

**A. B. No. 170**

Introduced by Mr. Little. Referred to Committee on Municipal Corporations.

This bill would amend section 865 of the Municipal Corporation Act by providing that in case a demand is presented to the city clerk for approval and is not approved for the want of funds, and said demand does not exceed the income and revenue provided for the current year, the clerk shall indorse thereon the words "Not approved for want of funds," after which said demand shall draw six per cent interest until paid.

**A. B. No. 195**

Introduced by Messrs. Walters and Eddy. Referred to Committee on Municipal Corporations.

This bill would amend the act of May 29, 1913, authorizing cities and counties to join together in the construction of public buildings to be used jointly for county and municipal purposes, by adding two new sections thereto. One section (3) provides that any agreement entered into between the city and county shall be made by ordinance and provide for the payment of attorneys, architects and other persons. Section 4 relates to the limitation of bonded indebtedness for such joint purposes.

**A. B. No. 234**

Introduced by Mr. Woolwine. Referred to Committee on Municipal Corporations.

This bill would amend sections 23, 25, 27, 61 and 62 of the Improvement Act of 1911, as follows: Section 23 would provide that the assessment lien shall run for three years instead of two years as at present. Section 25 would be amended so as to provide that the warrant shall be returned within thirty days after its date instead of twenty days as at present. Section 27 would be amended so as to impose more stringent requirements regarding personal demand before suit can be brought, and requires proof of service to be made in like manner as proof of service of summons. Section 61 would be amended so as to provide that the notice that bonds will be issued will be a thirty-day notice instead of a twenty-day notice, and Section 62 would be amended by providing a substitution of thirty days for twenty days.

**A. B. No. 257**

Introduced by Mr. Reindollar. Referred to Committee on Judiciary.

This bill would amend section 1457 and 1570 of the Penal Code as as to provide that all fines and forfeitures imposed in a recorder's court of fifth and sixth class cities for infractions of a state law would be paid into the city treasury instead of the county treasury. It would also amend section 1461 of the Penal Code so as to clearly define police courts as including recorder's courts. This bill is designed to cover an unfair discrimination against the small cities now operating under the general law of the state.

**A. B. No. 311**

Introduced by Mr. Keaton. Referred to Committee on Judiciary.

This bill, according to its title, would amend section 50 of the Acquisition and Improvement Act of 1925. However, it also appears to contain amendments to sections 51, 52 and 53 of said act.



**A. B. No. 318 -**

Introduced by Mr. Crittenden. Referred to Committee on Revision of Criminal Procedure.

This bill would amend section 1457 of the Penal Code so as to provide that all fines and forfeitures imposed by a recorder's court of a fifth or sixth class city for violation of a state law would be paid into the city treasury instead of the county treasury.

**A. B. No. 319**

Introduced by Mr. Crittenden. Referred to Committee on Revision of Criminal Procedure.

This bill would amend section 1570 of the Penal Code so as to provide that all fines or forfeitures imposed by recorder's courts of fifth and sixth class cities for violation of a state law would be paid into the city treasury instead of the county treasury.

**A. B. No. 385**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

This bill would amend section 852 of the Municipal Corporation Act so as to authorize the board of trustees of a sixth class city to designate the number of deputies which may be appointed by the officers of such municipality and fix the compensation to be paid to such deputies from the municipal treasury.

**A. B. No. 386**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

This bill would amend section 28 of the Improvement Act of 1911 relating to the power to make a reassessment for street improvements.

**A. B. No. 397**

Introduced by Mr. Woolwine. Referred to Committee on Judiciary.

This bill would amend section 1191 of the Code of Civil Procedure relative to liens upon lots or lands for street improvements so as to include any corporation furnishing provisions, feed or provender to the contractor doing the work.

**A. B. No. 408**

Introduced by Mr. Dillinger. Referred to Committee on Municipal Corporations.

This bill would amend section 2 of the Municipal Corporation Act so as to eliminate the requirement that the territory included shall be confined only to town lots delineated on a map recorded according to the provisions of the Map Act of 1907.

**A. B. No. 412**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

Amends section 19 to provide for releasing assessments and bonds from claims of materialmen and laborers upon contractor furnishing surety bond. Amends section 79 to define term "owner." Amends section 79a to include reconstruction and repairs. Sections 79b to 79l are new separate sections containing the definitions now contained in subsections of section 79.

**A. B. No. 413**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

This bill would amend section 17 of the Improvement Bond Act of 1915 by providing that the lien for assessments shall have the same standing with reference to the lien for state, county and other taxes as does the lien for municipal taxes.

**A. B. No. 442**

Introduced by Mr. Wemple. Referred to Committee on Drainage, Swamps and Overflowed Lands.

This bill would amend the Sanitary District Act of 1919 by adding a new section thereto to be numbered 25½, which would authorize the levy of a special tax not exceeding 2 per cent of the assessed value of the property to pay for certain work done under the act.

**A. B. No. 443**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 3 of the act of May 27, 1919, regulating municipal elections in cities of the fifth and sixth class by making it permissive instead of mandatory to consolidate election precincts.

**A. B. No. 444**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 653a of the Municipal Corporation Act relating to the passage and publication of ordinances in cities of the fourth class.

**A. B. No. 449**

Introduced by Mr. Brock. Referred to Committee on Banking.

This bill provides a new act relating to the deposit of public money in banks. This bill was introduced by the legislative committee of the league. The bill with one change was adopted by the legislature two years ago. The change is a very significant and desirable one and is embodied in the latter portion of section 8 of the bill. The bill which passed two years ago provided in this section that the municipality or county would be responsible for the loss of any bonds or other securities deposited with the treasurer as security for the public money. It might just as well have made the municipality or county responsible in the first instance for the loss of the money. The provision which has been incorporated in the latter portion of the section as a substitute for the objectionable provision of two years ago is one which requires the treasurer to deposit the bonds or securities in a safe deposit vault, after which they cannot be withdrawn except in the presence of the treasurer, attorney and representative of the corporation owning or controlling the safe deposit vault.

**A. B. No. 478**

Introduced by Mr. Ball. Referred to Committee on Municipal Corporations.

This bill would amend section 764 of the Municipal Corporation Act and add a new section thereto to be numbered section 752c. Section 764 relates to the powers of boards of trustees in cities of the fifth class, and section 752c would authorize the appointment of a city manager for fifth class cities besides specifying his powers and duties.

**A. B. No. 505**

Introduced by Mr. Keaton. Referred to Committee on Municipal Corporations.

This bill would amend sections 5 and 6 of the act of March 27, 1895, authorizing cities to have their taxes collected by the county officers. Section 5 is amended by defining in more detail the manner of keeping an account of the city taxes in the county assessment book. The next provision would amend section 6 of the act so as to provide that the compensation to the county for collecting city taxes would be fixed by agreement between the city and county officials instead of being determined by the supervisors as at present.

**A. B. No. 507 -**

Introduced by Mr. Keaton. Referred to Committee on Municipal Corporations.

This bill would amend sections 4 and 7 of the act of June 6, 1913, which provides for the assessment of property in chartered cities by the county officers. The amendment would authorize the compensation of the county officers to be fixed by agreement between the board of supervisors and the legislative body of the city, whereas now it provides a specific percentage of the money collected.

**A. B. No. 547**

Introduced by Mr. Scofield. Referred to Committee on Municipal Corporations.

This bill splits up subdivisions of present section 79 (same purpose as AB 412.)

**A. B. No. 589**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 852a of the Municipal Corporation Act so as to provide that cities of the sixth class may by a majority vote adopt the city manager plan of government or thereafter abolish the plan by the same vote.

**A. B. No. 670**

Introduced by Mr. Keaton. Referred to Committee on Municipal Corporations.

This bill would amend section 79 to validate work in annexed districts.

**A. B. No. 719**

Introduced by Mr. Roland. Referred to Committee on Public Health and Quarantine.

This bill would enact a new measure to provide for the examination and licensing of plumbers, and the construction, alteration and maintenance of plumbing and drainage in buildings.

**A. B. No. 753**

Introduced by Mr. Sewell. Referred to Committee on Municipal Corporations.

A bill to add a new section to the Political Code to be numbered section 2985 which would require the secretary of the state board of health to call annual meetings of the health officers of the cities and counties of the state.

**A. B. No. 780**

Introduced by Mr. Lyons. Referred to Committee on Municipal Corporations.

This bill would amend section 4 of the Street Opening Act of March 24, 1903, by providing that a city council should no longer have the authority to overrule a majority protest by an affirmative vote of four-fifths of its members.

**A. B. No. 792**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

This bill amends section 60 to extend life of lien. Amends section 76 relative to foreclosing delinquent bonds, providing that suit may be brought on delinquent installments.

**A. B. No. 793**

Introduced by Mr. Crittenden. Referred to Committee on Municipal Corporations.

This bill would amend section 11 of the Improvement Bond Act of 1915, clarifying and strengthening the provisions authorizing reassessment.

**A. B. No. 800**

Introduced by Mr. Cloudsley. Referred to Committee on Municipal Corporations.

This bill amends section 10½ (alternative) providing that council can provide in its resolution of intention for doing any work with two or more kinds of material. At present such methods are limited to sewer work alone.



**A. B. No. 832**

Introduced by Mr. Williamson. Referred to Committee on Education.

This bill would amend section 1 of the act of June 6, 1913, authorizing the establishment and free use of public school houses as a civic center by authorizing the use thereof by parent-teachers' associations, camp-fire girls, boy scout troops, clubs and associations formed for recreational, educational, political, economic, artistic or moral activities.

**A. B. No. 880**

Introduced by Mr. Crawford. Referred to Committee on Municipal Corporations.

This is a skeleton bill, the title of which declares it to be an act requiring the legislative body of any municipality to transmit to the tax collector a statement of the real property against which assessments have been made for public improvements and requiring such statement in condensed form to be stamped on the tax bills.

**A. B. No. 898**

Introduced by Mr. West. Referred to Committee on Roads and Highways.

This bill is a new measure designed to require more competition on public works in which patented materials, patented mixtures and patented processes are specified. It is also designed to prohibit the owners of patents from giving preferential rates to favored contractors.

**A. B. No. 817**

Introduced by Mr. Cloudman. Referred to Committee on Municipal Corporations.

This bill would amend section 876 of the Municipal Corporation Act relative to the duties of the city treasurer so as to require him to keep all moneys received from payment of services by public utilities segregated from other funds. This bill was introduced by request. It would interfere with municipal ownership and prove embarrassing to cities owning and operating public utilities.

**A. B. No. 918**

Introduced by Mr. Scofield. Referred to Committee on Municipal Corporations.

This bill would repeal the act of May 31, 1917, providing a procedure for the establishment of set-back lines on private property. The bill was introduced at the request of the legislative committee of the League of California Municipalities on the theory that set-back lines should be established under the police power rather than under the eminent domain theory.

**A. B. No. 923**

Introduced by Mr. Roland. Referred to Committee on Municipal Corporations.

This bill would amend the street lighting act of 1919 by providing in section 2 that incidental expenses, posting notices, etc., may be included in the estimate of cost; and section 5 would be amended by providing that a supplemental assessment may be levied if the first proves insufficient.

**A. B. No. 943**

Introduced by Mr. Davis. Referred to Committee on Municipal Corporations.

This bill would amend section 2656 of the Political Code which relates to the division of road district funds in case of the incorporation of a municipality within a road district or the annexation of road district territory to an existing municipality. The amendment consists of setting forth in detail the duties of the various county officers in case of incorporation or annexation and removes certain existing ambiguities.

**A. B. No. 971 -**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend sections 3, 4, 7 and 8 of the Municipal Corporation Act so as to provide that in the case of original incorporation, reorganization, annexation of new territory, or consolidation of two municipalities, a certificate of the filing of the declaration of result of the election shall be transmitted by the secretary of state to the town clerk and another copy to the board of supervisors of the county.

**A. B. No. 972**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 2 of the act providing for the consolidation of municipal corporations by requiring that a certificate of the result of the election after being filed with the secretary of state shall be sent by the secretary of state to the board of supervisors of the county.

**A. B. No. 973**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 1 of the Annexation Act of March 21, 1899, so as to provide that a record of the annexation should be sent by the secretary of state to the county board of supervisors.

**A. B. No. 974**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 1 of the act of March 20, 1889, which provides for the exclusion of territory from municipalities by requiring the secretary of state to send a certificate of the filing of the declaration of exclusion to the town clerk of the town affected and another copy to the board of supervisors of the county.

**A. B. No. 975**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend sections 4 and 10 of the Annexation Act of June 11, 1913, by providing in detail the manner of apportioning the road funds of any road district or portion thereof annexed to a municipality. It also provides that when the document declaring the result of the election is filed with the secretary of state he shall immediately send a certificate of that fact to the clerk of the town affected and the board of supervisors of the county.

**A. B. No. 976**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend sections 1 and 4 of the Annexation Act of March 19, 1889, by requiring the secretary of state upon receiving a declaration of the result of the election to send a certificate of that fact to the clerk of the town and also the board of supervisors of the county. It also provides that in case of annexation the road funds will be distributed in accordance with the provisions of section 2656 of the Political Code.

**A. B. No. 977**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend sections 4 and 6 of the Consolidation Act of June 11, 1913, by requiring the secretary of state, after receiving a declaration of the result of the election, to send a certificate of that fact to the clerk of the town and a copy thereof to the clerk of the supervisors of the county.

**A. B. No. 978**

Introduced by Mr. Brock. Referred to Committee on Municipal Corporations.

This bill would amend section 1 of the act of June 11, 1913, to provide for the exclusion of uninhabited territory from municipal corporations by requiring the secretary of state, upon receiving the declaration of the result of the election, to send a certificate of that fact to the clerk of the municipality and a copy to the board of supervisors of the county.

**A. B. No. 979**

Introduced by Mr. Scofield. Referred to Committee on Roads and Highways.

This bill would provide for a new acquisition and improvement act following along the same lines as the so-called "Mattoon Act."

**A. B. No. 992**

Introduced by Mr. Roland. Referred to Committee on Public Health and Quarantine.

This bill would amend sections 8, 11, 12 and 25, and add a new section to be numbered 13a to the Sanitary District Act of May 7, 1923.

Section 8 is amended by leaving out the present provision which allows the assessor to omit any property which he does not deem to be benefited. Section 11 is amended by striking out the present 15 per cent debt limitation. Section 12 is amended by requiring the board to transmit the assessment list not later than the third Monday in August instead of the third Monday in July, as at present. Section 13a provides that the sanitary board may use the assessment made by the county assessor, while Section 25 authorizes a sanitary district to issue bonds in accordance with the provisions of the Municipal Improvement Bond Act of 1915.

**A. B. No. 993**

Introduced by Mr. Roland. Referred to Committee on Municipal Corporations.

This bill would amend section 42 of the Improvement Act of 1911 by providing that the inspector authorized to be appointed by the street superintendent or city engineer shall receive \$10.00 per day instead of \$7.00 per day as at present.

**A. B. No. 1087**

Introduced by Mr. Davis. Referred to Committee on Municipal Corporations.

This bill provides a detailed method of procedure for establishing set-back lines along the street or highway by any city or county. It is based on the theory that the establishment of set-back lines constitutes the taking of private property for public use rather than a regulation of property under the police power.

**A. B. No. 1091**

Introduced by Messrs. Woolwine and Scofield. Referred to Committee on Municipal Corporations.

This bill would amend sections 23, 25, 27, 61 and 62 of the Improvement Act of 1911, as follows: It would amend section 23 by providing that the lien should run for three years instead of two years. It would amend section 25 by providing that a warrant shall be returned to the street superintendent after thirty days instead of twenty days. It would amend section 27 by going into much more elaborate detail regarding the matter of personal demand to be made before suit can be brought, and restores the former provision which fixed \$15.00 as attorney's fees instead of leaving the matter to the judgment of the court as at present. Section 61 would be amended so as to provide that bonds may be issued for assessments remaining unpaid for thirty days after the warrant, while section 62 would also be amended so as to provide that the street superintendent should not make up his assessment list until thirty days had expired instead of twenty days, as at present.



**A. B. No. 1102 -**

Introduced by Mr. Scofield. Referred to Committee on Municipal Corporations.

This bill, according to its title, would provide that no person shall be eligible to vote at a bond election for improvements unless he owns property. The bill is a skeleton measure and contains nothing but the title.

**Assembly Constitutional Amendment No. 1**

Introduced by Messrs. Roscoe J. Anderson and Murphy. Referred to Committee on Constitutional Amendments.

This bill would add a new section to the constitution of the state to be known as section 15 of article XIII and would provide that all public utilities owned by any municipality or any other public agency shall be taxed in the same manner, to the same extent and for the same purposes as utilities owned by private corporations.

**Assembly Constitutional Amendment No. 12**

Introduced by Mr. Rochester. Referred to Committee on Constitutional Amendments.

This bill would amend the constitution by adding a new section to be numbered section 14½ of article XIII by requiring every fire insurance company to pay a tax of 2 per cent for the amount of the gross premiums received from its business, to be distributed to counties, cities and fire districts maintaining fire departments for the benefit of the firemen's pension fund.

**Assembly Constitutional Amendment No. 17**

Introduced by Mr. Jones. Referred to Committee on Constitutional Amendments.

This bill would amend section 31, article IV of the constitution by striking out the provision which authorizes irrigation districts to acquire stock in any international water system, part of which is in a foreign country.

It also adds a new paragraph expressly authorizing the legislative body to temporarily transfer funds to another political subdivision not in excess of 85 per cent of the taxes accruing in the current fiscal year.

**Assembly Constitutional Amendment No. 26**

Introduced by Messrs. Eddy and Jones. Referred to Committee on Constitutional Amendments.

This bill would amend section 31, Article IV, of the constitution relating to the power of the legislature or any political corporation to lend its credit by providing that it shall be the duty of the treasurer of any city or county to make such a temporary transfer of funds for meeting obligations incurred for maintenance purposes upon resolution of the legislative body, providing such transfer shall not exceed 85 per cent of the taxes accruing for the current fiscal year and providing that no such transfer shall be made prior to the first day of January nor after the last Monday in April in any current fiscal year and that such transfer shall be replaced from the taxes accruing before any other obligation may be incurred.

**Senate Bill No. 22**

Introduced by Senator Christian. Referred to Committee on Elections.

This bill would amend section 3 of the law regulating elections in cities of the sixth class by changing the word "may" for "shall" in relation to the consolidation of a regular municipal election with the state and county election.

**Senate Bill No. 29**

Introduced by Senator Johnson. Referred to Committee on Municipal Corporations.

This bill is designed to validate municipal bonds heretofore voted.

**Senate Bill No. 67**

Introduced by Senator Mueller. Referred to Committee on Municipal Corporations.

This bill would amend section 12 of the act of March 21, 1905, authorizing the acquisition and maintenance of certain public utilities by municipalities, by providing in much more detail the duties of the purchaser of a deed to any property which may be sold under foreclosure of lien or any assessments levied for such improvement, being so designed as to give more protection to the owner of the property.

**Senate Bill No. 70**

Introduced by Senator Breed. Referred to Committee on Municipal Corporations.

This bill would amend section 4 of the Act of 1923 relating to the deposit of public money in banks. It was the opinion of the league committee that the entire act on this subject be amended, and the bill introduced by Assemblyman Brock would probably come closer to meeting the committee's views.

**Senate Bill No. 71**

Introduced by Senator Breed. Referred to Committee on Municipal Corporations.

This bill would amend section 4 of the Act of 1923 relating to the deposit of public money in banks but, for the reasons given with reference to Senate Bill No. 70, would not be as good a measure as the one introduced by Assemblyman Brock, which covers the entire subject matter.

**Senate Bill No. 79**

Introduced by Senator Christian. Referred to Committee on Municipal Corporations.

This bill would amend section 852a of the Municipal Corporation Act so as to enable the electors of 6th class cities to adopt the city manager form of government.

**Senate Bill No. 126**

Introduced by Senator N. M. Allen. Referred to Committee on Municipal Corporations.

This bill would amend section 9 of the Improvement Act of June 16, 1913, so as to authorize the city council, under certain circumstances, to complete the work in case of abandonment by the contractor.

**Senate Bill No. 132**

Introduced by Senator Swing. Referred to Committee on Municipal Corporations.

This bill would provide a law for the creation, government and management of metropolitan water districts. It is similar to the bill which was introduced two years ago in behalf of Los Angeles and the surrounding cities.

**Senate Bill No. 143**

Introduced by Senator Taylor. Referred to Committee on Municipal Corporations.

This bill would amend section 7 of the Weed Abatement Act of May 26, 1915, by expressly providing that where taxes are collected by the county assessor the amount of an assessment made to cover the cost of removing weeds shall be collected by the county tax collector.

**Senate Bill No. 158**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend section 9 of the Municipal Utility District Act of 1915 so as to provide that the tax levied for improvements shall be against real property alone and not on real and personal property as at present.

**Senate Bill No. 163**

Introduced by Senator Weller. Referred to Committee on Judiciary.

This bill would amend section 1191 of the Code of Civil Procedure so as to pro-

vide that the bonds given for the protection of materialmen in the case of doing public work will extend to those who provide provisions, feed, provender and other supplies used by the contractor during the performance of the work.

#### **Senate Bill No. 192**

Introduced by Senator Weller. Referred to Committee on Municipal Corporations.

This bill would amend section 2 of the Improvement Act of 1911 by adding to the kind of work that may be done pipes, meters, tanks, and other appurtenances for supplying gas.

#### **Senate Bill No. 203**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend sections 4, 5, 7, 35 and 41 of the Acquisition and Improvement Act of 1925. Section 4 is amended so as to provide that the estimate of the expenses shall include an estimate of the just compensation and damages for taking the property. Section 5 is amended so as to provide that no proceeding under the act shall ever be held invalid for the reason that the ground or public way upon which the work is to be done had not been dedicated or acquired at the time of the passage of the resolution of intention, provided it is acquired or dedicated or immediate possession authorized at any time before judgment. Another amendment to this section specifies that the property or right of way may be described briefly and reference be made to the specifications for all details; also that the resolution of intention shall set forth the estimated cost of improvement. This section is also amended with reference to the assessment district by specifying that no lands shall be included belonging to any county or municipality which are used for a public purpose. This same section is also amended so as to provide that the time for hearing objections shall be not less than eighteen days instead of fifteen days as at present; also that the date of the first publication of the resolution of intention shall be not less than fifteen days before the hearing. Section 7 is amended by providing that when the county or municipality contributes materials or money, the execution of the contract will create a liability to the extent of the contribution. Section 35 is amended so as to provide that where immediate possession and use of the property sought to be condemned has been authorized and the same has been taken, the proceedings cannot be abandoned until the county or municipality taking the proceedings first makes compensation to the property owners for the lands taken. The payment of damages is also provided for. Section 41 of said act is amended by the insertion of a new paragraph relating to the making of an assessment when the district includes public property not used for a public purpose by providing for the levy of a special tax to reimburse the county or municipality for the amount of such assessment.

#### **Senate Bill No. 205**

Introduced by Senator Johnson. Referred to Committee on Municipal Corporations.

This act would validate all maps or plats which have been filed for record where such maps contained minor defects. It also validates deeds and conveyances referring to said maps.

#### **Senate Bill No. 214**

Introduced by Senator Maloney. Referred to Committee on Municipal Corporations.

This bill would provide a new act limiting the hours members of paid fire departments are on duty. It is alleged that this would put every fire department on the two-platoon system.

#### **Senate Bill No. 237**

Introduced by Senator Boggs. Referred to Committee on Municipal Corporations.



This bill would provide a new act requiring a statement of all public taxes, assessments and bond delinquencies to be placed in assessment books and on the tax bills of all cities and counties.

**Senate Bill No. 247**

Introduced by Senator Swing. Referred to Committee on County Government.

This bill would provide a new act authorizing cities or counties to adopt ordinances relating to building construction, plumbing or electric wiring by reference to printed codes on such subjects.

**Senate Bill No. 277**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend section 9 of the Acquisition Act of June 11, 1913, by providing that the annexation of territory to another municipality would not affect, terminate or invalidate any special improvement proceedings previously taken under any of the street improvement acts.

**Senate Bill No. 278**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend section 1 of the act of May 10, 1919, designed to secure the payment of claims of laborers and materialmen employed by contractors on public works by limiting the bond in the first instance to cases where the contract is over \$200.00. It is also provided that when the contract price is over five million and less than ten million, the bond may be one-fourth of the amount payable, and that where it exceeds ten million a bond of one-quarter of a million will be sufficient.

**Senate Bill No. 282**

Introduced by Senator N. M. Allen. Referred to Committee on Municipal Corporations.

This is a new act which would provide that tax collectors of municipalities shall keep a list containing the addresses of each property owner.

**Senate Bill No. 288**

Introduced by Senator N. M. Allen. Referred to Committee on Municipal Corporations.

This would provide a new act requiring city engineers to keep the addresses of all property owners.

**Senate Bill No. 296**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would enact a new measure which would provide for the apportionment and assessment upon the district benefited of the whole or a portion of the cost of separating a railroad crossing from a public highway crossing, including the manner and method of enforcing and collecting such assessments.

**Senate Bill No. 297**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend sections 7 and 9 of the Act of April 27, 1911, providing for the issuance of improvement bonds to represent special assessments. The amendments to said sections would require that the improvement bonds issued should not be sold for less than par.

**Senate Bill No. 303**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend the title and sections 1, 2, 3, 4, 9 and 30 of the Street Opening Act of 1903. Section 1 is amended by providing that the municipality may

pay the whole or any portion of the expense, and a similar amendment is added to section 2. Section 3 is amended by providing that the title of the notices posted shall be "Notice of Public Improvement under Street Opening of 1903" instead of "Notice of Public Work." Section 4 is amended by providing that the time for hearing protests shall not be less than five days after publication of a notice. Section 9 is amended by providing that the referees to view the property and determine the damages and benefits shall report within 30 days instead of 90 days, provided, however, their time may be extended to 90 days by the court. Section 30 is amended by providing for the payment of such portion as may have been contributed by the council. A new section is amended known as section 38 which provides that proceedings may be continued under the amendatory sections without affecting their validity.

#### **Senate Bill No. 303**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would provide a new act authorizing municipalities to declare any accumulation of stagnant water, garbage, refuse or filthy matter on private property to be a public nuisance and creating a lien upon the property for cost of abating the same.

#### **Senate Bill No. 304**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill expressly authorizes any municipality in the state to appropriate by ordinance any sum or sums not exceeding in the aggregate during any fiscal year 5c on each \$100 of assessed valuation for publicity or advertising purposes, which money shall be extended in the manner set forth in the ordinance making the appropriation.

#### **Senate Bill No. 329**

Introduced by Senator Canepa. Referred to Committee on Municipal Corporations.

This bill would amend the Improvement Act of 1911 by adding a new section to be numbered Section 10½, which would authorize alternative plans or methods of material or mixtures and also authorize the adoption of specifications according to such alternative plans.

#### **Senate Bill No. 330**

Introduced by Senator Canepa. Referred to Committee on Municipal Corporations.

This bill would amend section 10 of the Improvement Act of 1911 by providing that the municipality may become a bidder in the doing of the work the same as any private contractor.

#### **Senate Bill No. 444**

Introduced by Senator Inman. Referred to Committee on Public Health and Quarantine.

This bill would amend section 3062 of the Political Code so as to provide that any municipality may employ dentists or dental hygienists as well as public health nurses.

#### **Senate Bill No. 448**

Introduced by Senator Evans. Referred to Committee on Judiciary.

This bill would amend the title in section 1 of the act of March 25, 1903, which authorizes the payment by cities or counties of the premium charged for official bonds. The amendment consists of adding to the officials now specified, school district officials and other special district officials.

**Senate Bill No. 491**

Introduced by Senator Crowley. Referred to Committee on Public Health and Quarantine.

This bill would provide a new act relating to the examination and licensing of plumbers and the construction, alteration and maintenance of plumbing and drainage of buildings.

**Senate Bill No. 506**

Introduced by Senator Boggs. Referred to Committee on Municipal Corporations.

This bill would amend section 10½ of the Improvement Act of 1911 by authorizing alternative plans and specifications.

**Senate Bill No. 510**

Introduced by Senator N. M. Allen. Referred to Committee on Roads and Highways.

This bill would provide a new acquisition and improvement act.

**Senate Bill No. 526**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill provides a new act which would require safeguards to audiences at theatrical and other similar performances, and would impose a license tax thereon for the expense of enforcement.

**Senate Bill No. 557**

Introduced by Senator Hollister. Referred to Committee on Municipal Corporations.

This bill would amend section 7 of the Road District Improvement Act of 1907.

**Senate Bill No. 585**

Introduced by Senator McKinley. Referred to Committee on Municipal Corporations.

This bill was introduced at the request of the legislative committee of the league. It would authorize cities and counties to establish official plans and appoint planning boards, and adopt the provisions of certain statutes which have been used very successfully in the east.

**Senate Bill No. 591**

Introduced by Senator McKinley. Referred to Committee on County Government.

This bill would provide a new act for the establishment, government and maintenance of regional and county planning commissions. It was introduced at the request of the legislative committee of the league.

**Senate Bill No. 601**

Introduced by Senator Boggs. Referred to Committee on Judiciary.

This bill would amend the act of May 18, 1919, relating to the liability of public officers for injuries resulting from defects in public streets or buildings, by adding a new section to be numbered Section 4, which would authorize any city, county or state to take out insurance for the protection of public officers in such cases.

**Senate Bill No. 617**

Introduced by Senator H. C. Jones. Referred to Committee on Judiciary.

This bill would amend section 1 of the Act of February 23, 1907, which provides for the issuance of duplicate bonds or warrants in case the originals have been mutilated or defaced.

**Senate Bill No. 625**

Introduced by Senator Breed. Referred to Committee on Municipal Corporations.

This bill would amend sections 1, 4, 8 and 9 of the Map Law of 1907 by defining



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a subdivision to be a tract of land divided into ten or more lots. It also provides that the laying out of a private or public street for the purpose of selling more than two lots shall be included in the definition of subdivision. Section 4 of the act is amended so as to provide that the city council may withhold approval except upon condition that the streets be improved. Section 8 of the act is amended so as to make it apply not only to persons who sell or persons who offer for sale but also the persons who advertise for sale any subdivision or tract of land. Section 9 is amended so as to provide that every sale or contract of sale made contrary to the provisions of the act shall be voidable at the option of the purchaser.

#### **Senate Bill No. 643**

Introduced by Senator McKinley. Referred to Committee on Judiciary.

This bill would amend section 8 of the map law of 1907 by striking out the words "by reference to any map or plat" and substituting in lieu thereof "in any tract or subdivision of land which has been laid out into lots for the purpose of sale."

#### **Senate Bill No. 645**

Introduced by Senator McKinley. Referred to Committee on Judiciary.

This bill would amend sections 1, 2, 3 and 4 of the map law of 1907 as follows:

Section 1 is amended so as to cut out the requirement that maps should be filed in duplicate; also in subdivision (2nd) it eliminates the provision which requires lots to be shown on the map; it also adds a definition of the word "block." Section 2 is amended so as to provide that the maps must be 18 x 26 inches instead of 13 x 18 as at present. Section 3 is amended with slight modifications. Section 4 would be amended so as to provide that the map must be submitted to the city engineer in addition to the city planning commission. At the present time the law requires it to be submitted to the city engineer only in case there is no city planning commission. In the latter portion of section 4 is a proposed amendment which provides that the dedication of the highways only takes effect upon final recording of the map.

#### **Senate Bill No. 653**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend sections 15 and 19 of the 1911 act by cutting out private sureties and requiring contractors to furnish a corporate surety bond in each case.

#### **Senate Bill No. 696**

Introduced by Senator Chamberlin. Referred to Committee on Banking.

This bill would provide a new act regulating the control and deposit of public moneys in banks. Without making a critical examination of the bill we are inclined to think that Assembly Bill No. 449, introduced by Assemblyman Brock, is quite satisfactory as the same bill was passed two years ago but vetoed by the governor on account of certain provisions in section 8, which provisions have been corrected in Assemblyman Brock's bill.

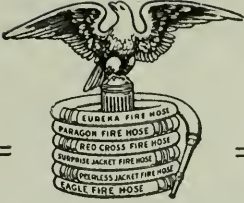
#### **Senate Bill No. 710**

Introduced by Senator Baker. Referred to Committee on Municipal Corporations.

This is a skeleton bill which proposes to amend sections 1, 4, 5, 9 and 13 of the act of May 27, 1915, authorizing municipal corporations without the consent of the original dedicators to abandon parks and sell the lands for the purpose of investing the proceeds and purchasing other public grounds.

#### **Senate Bill No. 711**

Introduced by Senator Baker. Referred to Committee on Public Health and Quarantine.



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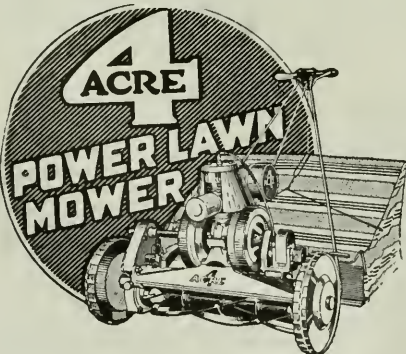
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This bill would provide a new act for the formation and government of health and sanitary districts. It was introduced as a skeleton bill.

**Senate Bill No. 714**

Introduced by Senator Kline. Referred to Committee on Municipal Corporations.

This bill would amend the Municipal Corporation Act by adding a new section to be numbered section 876a by providing that the treasurer of a city of the sixth class may deposit all the funds of a city in one bank providing other requirements of the law relating to the deposit of public money are complied with.

**Senate Bill No. 720**

Introduced by Senator Boggs. Referred to Committee on Banking.

This bill would amend section 1 of the act of 1923 relating to the deposit of public money in banks. We are inclined to the opinion that the entire act of 1923 requires amending, and the provisions of Assemblyman Brock's bill (A. B. 449) would come nearer to filling all requirements.

**Senate Bill No. 731**

Introduced by Senator McKinley. Referred to Committee on Municipal Corporations.

This bill would provide a new act authorizing the establishment of set-back lines. It sets forth the procedure based on the eminent domain theory. The legislative counsel of the league has endorsed the proposition that set-back lines should be established under the police power rather than under eminent domain.

**Senate Bill No. 733**

Introduced by Senator McKinley. Referred to Committee on Municipal Corporations.

This bill would provide a new act to create a highway district to be called "Los Angeles metropolitan highway district." It would authorize the acquisition and maintenance of highways and provide for incurring indebtedness for the purpose; it also provides for the officers to manage the district.

**Senate Bill No. 740**

Introduced by Senator Weller. Referred to Committee on Municipal Corporations.

This bill would amend the Acquisition and Improvement Act of 1925, otherwise known as the "Mattoon Act," by adding new sections thereto numbered 5a, 9a, 28a, 33a, 33b, 33c, 36a and 37a.

Section 5a would authorize the establishment of varying interest rates on any bonds issued under the act. Section 9a would authorize the making of separate contracts for different portions of the work. Section 28a would authorize the issuance and sale of bonds for immediate possession of portions of the property at different times. Section 33a would authorize the plaintiff and all parties to agree by stipulation on the actual value of the property to be taken, subject to approval of the court. Section 33b would authorize the determination of the interest of any owner by a jury trial irrespective of the demands of any other owners. Section 33c gives express authority to the court to enter into an interlocutory judgment after the hearing of the referee's report respecting all parcels of land to which no exceptions have been filed. Section 36a provides another hearing for owners to show cause why bonds should not be issued in the matter of any interlocutory judgment relating to part of the land sought to be taken. It is intended to provide an alternative procedure for the issuance of bonds for that which is provided in section 36. Section 37a would



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provide that final judgment in condemnation may be entered for portions of the land sought to be taken irrespective of the fact that interlocutory judgments may not have been entered embracing all the land.

#### **Senate Bill No. 765**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend section 9 of the Improvement Act of June 16, 1913, by making it mandatory to furnish corporate sureties instead of private sureties, as authorized at present.

#### **Senate Bill No. 766**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend sections 16 and 19 of the Improvement Act of 1911 so as to make it mandatory for a contractor to furnish the bonds of a surety company instead of private sureties, as are permitted at the present time.

#### **Senate Bill No. 767**

Introduced by Senator Lyon. Referred to Committee on Municipal Corporations.

This bill would amend sections 5 and 6½ of the old Vrooman Act of 1885 by making it mandatory for a contractor to furnish corporate sureties instead of private sureties, as they are allowed to do at the present time.

#### **Senate Bill No. 774**

Introduced by Senator Sharkey. Referred to Committee on Municipal Corporations.

This bill would amend section 2 of the County Improvement Act of 1921 by providing first that the board of supervisors may include in the resolution of intention the expense of maintenance and operation as well as the expense of construction, and that the protests may extend to the expense of operation as well as the cost of the improvement.

#### **Senate Constitutional Amendment No. 13**

Introduced by Senator Mueller. Referred to Committee on Constitutional Amendments.

This bill would amend section 31 of art. IV of the constitution by adding a provision authorizing election districts to acquire stock of water companies, domestic or foreign, excepting corporations supplying water for domestic purposes; also an additional provision authorizing any city or county treasurer to make temporary transfers from the funds in his custody to meet obligations incurred for maintenance purposes by any city or county, providing such temporary transfers shall not exceed 85 per cent of the taxes accruing and shall not be made prior to the first day of any fiscal year or after the last Monday in April of any current year.

#### **Senate Constitutional Amendment No. 16**

Introduced by Senator N. M. Allen. Referred to Committee on Constitutional Amendments.

This bill would add a new section to Article I of the constitution numbered section 14½ which would authorize the taking of parcels of land in eminent domain proceedings which border upon public improvements, which parcels may be in addition to the land actually acquired for the improvement itself.





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# SECOND ANNUAL CALIFORNIA CITY PLAN CONFERENCE

TO BE HELD UNDER JOINT AUSPICES OF  
CALIFORNIA REAL ESTATE ASSOCIATION

AND THE

LEAGUE OF CALIFORNIA MUNICIPALITIES

HOTEL OAKLAND, OAKLAND, CALIF.

FRIDAY AND SATURDAY, MARCH 4 AND 5, 1927

SESSIONS STARTING AT 9:15 A. M.

## ANNUAL BANQUET

FRIDAY EVENING, MARCH 4, 1927—7 P. M.

(NOTE: Please reply to HARRY C. KNIGHT, Chairman Executive Committee City Plan Division, California Real Estate Association, 801 Syndicate Bldg., Oakland, Calif.)

Reservations—Send Them in Early to Committee

### OPENING SESSION

#### Program

Ball Room, Hotel Oakland

Friday, March 4, 1927

FRED E. REED, Chairman City Plan Division of the California Real Estate Association, Presiding.

9:15 a.m. "Welcome."

HON. JOHN L. DAVIE, Mayor of the City of Oakland.

FRED R. CALDWELL, President, Oakland Real Estate Board.

CHARLES P. HOWARD, President, Oakland Chamber of Commerce.

HARRISON S. ROBINSON, President, Major Highway and Traffic Committee of One Hundred, Oakland.

9:45 Opening Statement by the Chairman.

10:00 "The Importance of Citizens' Committees in Accomplishing the City Plan," JOHN NOLEN, Cambridge, Massachusetts, President, American City Planning Conference.

10:25 "City Plan Procedure in the Smaller Cities," FRANK C. NYE, President, Riverside City Plan Commission.

10:40 Discussion led by MILES HUMPHREYS, President, Fresno City Planning Commission.

10:55 "The Major Highway and Traffic Plan for Oakland," STUART S. HAWLEY, Chairman, Executive Committee, Major Highway and Traffic Committee of One Hundred.

11:10 "A Regional Plan for California's Metropolitan Areas," FREDERICK DOHRMANN, JR., President of San Francisco Bay Counties Regional Plan Association.

- 11:35 "How St. Louis Developed and Carried Through Her \$88,000,000 City Plan Project," HARLAND BARTHOLOMEW, Chief Consultant, U. S. Planning Commission, Washington, D. C.
- 12:10 Announcement of Committees. Recess for Official Photograph.
- 12:30 p.m. **LUNCHEON** **Friday, March 4, 1927**  
 FRED R. CALDWELL, President, Oakland Real Estate Board, Presiding. Entertainment. Introduction of Notables.
- 1:10 "Aims and Ideals of the Realtors of California," HARRY B. ALLEN, San Francisco, President, California Real Estate Association.
- 1:25 "Relation of the City Plan to Public Health," DR. JOHN J. SIPPY, Stockton, President, California League of Municipalities.
- 1:40 "The Builder's Responsibility in City Planning," HARRY C. KNIGHT, Oakland, Vice-President, California Real Estate Association.
- 1:50 "Planning the City for Industry," CHARLES P. HOWARD, President, Oakland Chamber of Commerce.

**FRIDAY AFTERNOON****March 4, 1927**

- WILLIAM J. LOCKE, Alameda, Executive Secretary, California League of Municipalities, Presiding.
- 2:15 p.m. "Relation of Building Heights to Street Widths; Street Widenings and Who Should Pay the Bill?", GORDON WHITNALL, Director, Los Angeles City Planning Commission.
- 2:40 "The Law of Zoning," ROLLIN McNITT, President, Los Angeles City Planning Commission.
- 3:10 "Zoning Against Business in the Outside Areas," CARL BUSH, Vice-Chairman, Los Angeles County Regional Planning Commission.
- 3:30 "Extended Eminent Domain in Street Openings; Building Set-Back Lines," DR. CAROL ARONOVICI, City Planning Consultant, City of Santa Ana and Alhambra.
- 3:55 "Subdivision Control," HARRY H. CULVER, Culver City, President, Los Angeles Realty Board; Past President, California Real Estate Association.
- Discussion led by GUY M. RUSH, Los Angeles, Chairman, Homebuilders' and Subdividers' Division, California Real Estate Association; HERBERT L. BREED, Oakland, General Counsel, California Real Estate Association; A. E. BROCK, Assemblyman and former Mayor of Redlands.
- 4:35 Open Forum for 30 Minutes.

**SECOND ANNUAL BANQUET CITY PLANNERS OF CALIFORNIA****Ball Room, Hotel Oakland****Friday, March 4, 1927****At 7:00 p.m.**

- HARRY B. ALLEN, San Francisco, President, California Real Estate Association, Presiding.
- FRED E. REED, Oakland, First Vice-President, National Association of Real Estate Boards, Toastmaster.
- "AMERICA." INTRODUCTIONS. ENTERTAINMENT.



"There is Inspiration in the City Plan," DR. AURELIA REINHARDT, President, Mills College.

"The City Plan and the Community Life," HON. JOSEPH R. KNOWLAND, Publisher, Oakland Tribune.

Music—Arion Trio

"Building Better Cities in California," CHARLES KEELER, Manager, Berkeley Chamber of Commerce.

Music—Arion Trio

"Team-Work Between City Officials and the Property Owners," LEROY GOODRICH, Commissioner of Public Works, City of Oakland.

### SATURDAY, MARCH 5, 1927

#### SATURDAY MORNING

March 5, 1927

- 9:15 a.m. "What Regional Planning Has Accomplished in Los Angeles County," HUGH R. POMEROY, Secretary Los Angeles County Regional Planning Commission.
- 9:45 "Architectural Control and Art Juries," CHARLES H. CHENEY, Consultant, Palos Verdes and Riverside.
- 10:05 "Harbor Terminals and Their Approaches," GUSTAVO B. HEGARDT, First Vice-President, American Society of Port Authorities.
- 10:25 "Tree Planting a Vital Need in Developing a Higher Civilization," J. W. GREGG, Professor of Landscape Design, University of California.
- 10:40 "Parks, Parkways and Recreation Areas," STEPHEN CHILD, Consultant of Berkeley.
- 11:00 "Relation of the Motor Bus to Other Methods of Transportation," GEORGE A. DAMON, Pasadena, Secretary, Los Angeles City Planning Association.
- 11:30 Discussion.

#### 12:30 p.m. LUNCHEON

Saturday, March 5, 1927

Business of the Conference.

"Legislation Proposed at Sacramento," HON. FRANK STRINGHAM, Mayor of Berkeley.

Discussion led by WILLIAM J. LOCKE, Alameda, Executive Secretary, California League of Municipalities.

Report of Resolutions' Committee, HUGH R. POMEROY, Chairman.

3:00 Automobile Study of East Bay Cities, led by Oakland Chamber of Commerce and Oakland Real Estate Board.

### CITY PLAN CONFERENCE HOSTS AND COMMITTEES

**City of Oakland:** HON. JOHN L. DAVIE, Mayor; W. J. BACCUS, Commissioner of Streets; LEROY R. GOODRICH, Commissioner Public Works; EUGENE K. STURGIS, City Attorney; FRANK C. MERRITT, City Clerk; FRANK COLBURN, Commissioner Public Health and Safety; WM. J. MOOREHEAD, Commissioner of Finance; W. W. HARMON, Superintendent of Streets; EDGAR SANBORN, Chairman, Park Board.

**Board of Supervisors of Alameda County:** CHAS. W. HEYER, San Leandro,

President; R. C. STAATS, Berkeley; RALPH VICTOR RICHMOND, Livermore; WILBUR J. HAMILTON, Alameda; JOHN MULLINS, Oakland.

**Oakland Real Estate Board: Officers:** FRED R. CALDWELL, President; WALTER N. GABRIEL, Vice-President; E. B. FIELD, Vice-President; EMIL FRITSCH, Treasurer; BEVINS AUSTIN, Executive Secretary. **Directors:** WILLARD H. WHITE, F. BRUCE MAIDEN, F. F. PORTER, RALPH A. KNAPP, FRED D. KAISER, F. T. WOOD, R. W. KITTELLE, W. W. BRADLEY, HARRY C. KNIGHT, COS WILLIAMS, ARTHUR J. GOARD, EARL LEONARD, BERT R. SCHRADER, HENRY F. BLOHM, MARK R. MONZE, WM. A. FEARS, ALEXANDER ALLEN.

**Oakland Chamber of Commerce: Officers:** CHARLES P. HOWARD, President; H. A. MOSHER, First Vice-President; STUART S. HAWLEY, Second Vice-President; W. S. SMALLWOOD, Assistant Secretary and Manager; E. A. CROWLEY, Assistant Secretary. **Directors:** NATHAN ALPER, H. H. BARROWS, LOUIS J. BREUNER, CLARENCE N. COOPER, E. B. FIELD, R. H. GLASSLEY, H. L. HINMAN, ANDREW H. IRVING, FRANK N. KORNHAUS, R. A. LEET, GEO. A. MARWEDEL, WM. H. MAYHEW, ROY S. MULLIGAN, LEE H. NEWBERT, CARSTEN E. SCHMIDT, E. M. TILDEN, WILLARD WHITE, CURTIS WRIGHT.

**Committee of 100 on Major Highways and Traffic:** HARRISON S. ROBINSON, General Chairman; JOSEPH R. KNOWLAND, Vice-Chairman; EDWARD D. LANDELS, Executive Secretary; JOHN H. FULLER, Treasurer; HARLAND BARTHOLOMEW, Consulting Engineer; R. A. CARRINGTON, Jr.; HARRY A. MOSHER; MRS. BESSIE WOOD GUSTASON; MISS ANNIE FLORENCE BROWN.

**Executive Committee:** STUART S. HAWLEY, Chairman; FRED R. CALDWELL, FRED D. PARR, CHARLES P. HOWARD, S. M. RAY, ARTHUR W. MOORE, CLARENCE N. COOPER, SHERWOOD SWAN, JOHN H. FULLER.

**Special Committee from Committee of 100 to Cooperate with City Planning Conference:** V. O. LAWRENCE, R. J. YORK, CHAS. H. J. TRUMAN, OSCAR L. COX, JOHN H. FULLER.

**East Bay Property Owners Council:** FRED E. REED, President; J. W. BINGAMAN, Vice-President; H. A. VANDER HAAR, Treasurer; O. S. ORRICK, Secretary; GEORGE E. SHELLEN, Executive Secretary.

**Executive Committee:** E. B. BULL, EX. E. LINTHICUM, C. A. TEMPLETON, H. F. SCHLICHTING, BESSIE W. GUSTASON, MRS. E. C. LABADIE, MRS. J. H. McCLENEGAN, C. A. RUSSELL, EMIL FRITSCH, GEO. A. WALTER, HENRY BRUNK, W. S. BERGSMA.

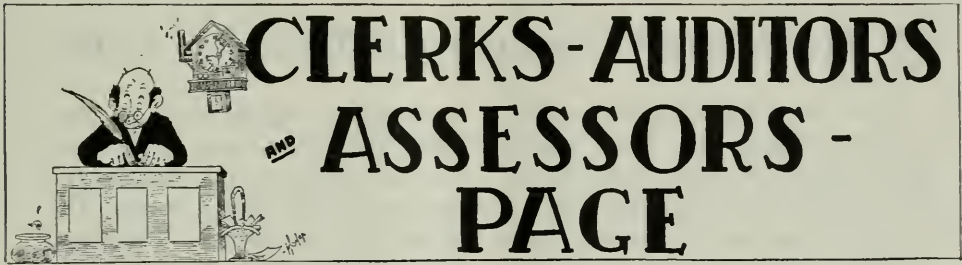
**California Real Estate Association: Officers:** HARRY B. ALLEN, San Francisco, President; JOHN McGAW, San Francisco, Treasurer; GLENN D. WILLAMAN, Los Angeles, State Secretary. **Vice-Presidents:** HAL A. BARNETT, Stockton; CHRIS CAMPBELL, Alhambra; J. BRADLEY CLAYTON, San Jose; W. D. COCHRANE, Los Angeles; JAMES R. GOLDSWORTHY, Van Nuys; HAL G. HOTCHKISS, San Diego; ED G. HUGHSON, Fresno; E. P. HUSTON, Sacramento; H. P. D. KINGSBURY, Redlands; HARRY C. KNIGHT, Oakland; HARRISON LEWIS, Beverly Hills; NORMAN E. McFADDEN, Santa Barbara; GROVER E. OAKS, Redding; FRANK D. PARENT, Inglewood; LOUIS J. PFAU,

JR., San Francisco; WALTER F. PRICE, Santa Rosa; EVERETT V. REED, San Pedro; C. A. RICKS, Martinez; GROVER T. RUSSELL, Whittier.

**League of California Municipalities:** JOHN J. SIPPY, M. D., Stockton, President; WM. J. LOCKE, Alameda, Executive Secretary; H. A. MASON, San Francisco, Secretary-Treasurer. **Executive Committee:** W. M. DICKIE, M. D., Sacramento; R. L. SHINN, Sacramento; W. B. HOGAN, Stockton; JOHN J. LYNCH, San Jose; FRANK D. STRINGHAM, Mayor of Berkeley; H. F. SCOVILLE, Monrovia; HUGH R. POMEROY, Los Angeles.

**Committee on City Plan Exhibits:** DR. CAROL ARONOVICI, Chairman, Los Angeles; HUGH R. POMEROY, Vice-Chairman, Los Angeles; JOHN J. DONOVAN, Oakland; C. H. CHENEY, Los Angeles; KENNETH GARDNER, Los Angeles; H. J. LAUX, Los Angeles; CHAS. DIGGS, Los Angeles; W. D. COOKE, Los Angeles; E. G. BANGS, Oakland; CARL A. PETERSON, Los Angeles.

**Committee on Resolutions:** HUGH R. POMEROY, Chairman, Los Angeles; FRANK D. STRINGHAM, Berkeley; LOUIS J. PFAU, Jr., San Francisco; A. E. BROCK, Redlands; HAL G. HOTCHKISS, San Diego; MILES HUMPHREYS, Fresno; WM. J. LOCKE, Alameda; NORMAN E. McFADDEN, Santa Barbara; FRANK C. NYE, Riverside.



## Acceleration of Maturities Under Improvement Bond Act of 1915

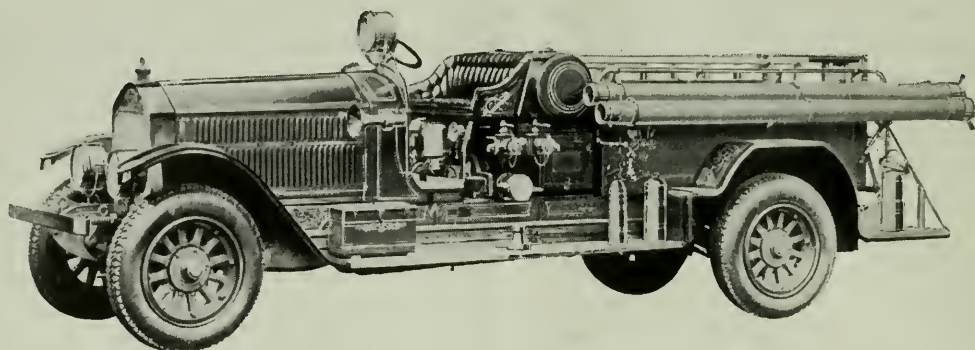
By CHARLES N. KIRKBRIDE

In order to understand the purpose of the provision in the Improvement Bond Act of 1915 for acceleration of maturities, and the method of applying this provision, one must understand the reason for the act itself.

It was prepared and presented to the Legislature in 1915 as the result of the work of a committee of attorneys from the League of California Municipalities and this committee was appointed owing to the necessity then apparent for getting additional capital for financing street im-

provements in California cities. At that time it was found that there was a woeful lack of money in circulation for this purpose and it was even proposed to organize a quasi-public corporation to handle street bonds as a means toward that end. The committee mentioned entered upon a study of how the street bonds could be made more attractive, and it found that the bonds then issued, being those provided for in the straight 1911 act and in the Bond Act of 1893, were made unattractive by reason of their odd and varied





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denominations, by reason of the installment payments in small and odd amounts provided for thereon, by reason of the cumbrance provision for foreclosure in the event of non-payment and by reason of the fact that collections were made at other dates than those upon which municipal taxes were usually paid, with the result that money was seldom on hand at the due date with which to make payment.

It was felt, therefore, that in order to make such bonds easily salable, provision should be made for the following features:

1. Denominations in convenient amounts and for round sums, such as \$1,000, \$500, \$100, etc.
2. Each bond should mature as a whole on a definite date.
3. Collections should be made on the tax assessment rolls for the convenience of property owners.
4. Foreclosure should be made a function of the city authorities rather than of the private bond holders.

The committee was advised that if these features could be incorporated into a law and bonds issued thereunder, outside capital would be forthcoming for investment in these securities.

The result was the present law, drafted by the writer at the request of the committee, and with the sanction of the League.

The promise of outside capital was fulfilled, and strange to say there has not been a time since when money was not available in abundance for this class of financing.

At the present time contractors are being freely offered by bond brokers 97, 98 and better for these bonds where the amounts assessed are reasonably proportioned to the value of the lands encumbered. This means that the ultimate holder will have to pay par or better for the bonds. Some bonds are sold directly

by contractor to holder, at par or better for the bonds.

Of course this condition is not entirely due to the 1915 bond act. We have had an era of prosperity which has contributed to the situation, but we had eras of prosperity before without appreciable effect, and there is no question but what the merchantability of these securities has contributed materially to the result.

There has been an indirect effect also in the rendering salable of bonds issued under the old plan, and taking hint from the 1915 Bond Act some improvement has been made in the law in regard to the old style bonds, as for instance the provision made therein for an earlier collection of the annual installments.

As pointed out above four features were found necessary with reference to these new bonds, namely: convenient denominations, a fixed date of maturity for each bond, collections on tax rolls and foreclosure by city officials.

Today we are to consider the questions of denominations and dates of maturity, and this especially with relation to the provision for acceleration of maturity made necessary in order to permit property owners to release their property from the assessment liens.

In order to provide for payment of assessments on the installment plan over a term of years and also provide for denominations in round sums with a fixed date of maturity for each bond, the device was adopted of throwing all assessments into a pot and of bonding against the group. This procedure is similar to that adopted by some of the mortgage companies which transfer a list of mortgages to a trustee and then issue bonds against the lot. This procedure, in our case, of course has the effect of substituting the security of all the assessments for that of an individual property for payment of a single bond. Some of the assessments may be secured by a poor lot and to that

extent will the security of all the bonds be diminished. On the other hand some of the assessments may be secured by an extremely valuable lot, and all the bonds are thereby benefited. The security of the average bond is enhanced by such procedure. Having thrown all the assessments into a group for purposes of bonding against, we were faced with a difficult proposition when it came to making provision for releasing a lot prior to maturity, for the reason that the annual installment of principal and interest coming due on each lot each year during the life of the bonds was needed for retiring the annual installment of all bonds and the interest coupons thereon coming due each year throughout the term. However, it is manifest that the redemption fund considered as a whole throughout the life of the bonds consists of a total sum of principal added to a total amount of interest and that these assets are evenly balanced by an equal amount of liabilities consisting of the principal and interest on the bonds. To release a lot, therefore, it is plain that we would have to see that there was paid into the redemption fund the entire amount of the principal and of the annual interest which would accrue on the assessment on such lot for the full term of years constituting the life of the bonds.

However, it is equally clear that if we could call in a bond in advance of its maturity and cancel it without payment of the full amount of the interest which would accrue on it up to its due date, we would to the amount of the saving relieve the redemption fund from a liability. To the extent that this redemption fund is relieved of a liability will we have an amount which could be applied in relief of the property owner.

Provision is therefore made for the calling in of a bond. Technically speaking this is done by advancing the maturity of a bond. Of course notice is

required to be given to the bondholder. In accordance with the practice of private corporations, a premium is paid the bondholder for such forcible retirement of the bond. Under the statute the premium is five per cent and the notice required is sixty days before an interest due date.

Question will be asked as to whether it would not improve the salability of the bonds if this feature were eliminated. I doubt it. The premium allowed is fairly liberal. The bondholder who receives it is enabled to immediately pass the amount to the profit side of his ledger. The funds paid in are made immediately available for reinvestment. The possibility of receiving such a bonus is an element of value. The increased amount of money in the bond market is also an element of value. These advantages more than offset any loss of salability through the fact that the bonds may not run the full time.

Over and above these items, however, is the great advantage in the provision which allows a property owner to release his lot and receive back some of the interest with which it is burdened. Did the act not have this feature its use would be curtailed.

This brings us to the actual working of the bond act in practice in the matter of acceleration of maturities. To illustrate the subject a series of tables have been prepared, based upon an assumed situation.

Assume a bond issue of \$10,000, of which \$1,000 matures July 2, 1927, and \$1,000 matures each year thereafter for nine years. Interest runs from July 2, 1926. This issue of course is secured by assessments aggregating \$10,000, payable in ten annual installments, and we assume that interest on these assessments also runs from July 2, 1926. Assume further that a property owner on whose land there is an assessment of \$1,000 desires to pay up and redeem his



bond shortly after the issuance of the bonds.

Question: What bonds shall be selected for cancellation, and after such cancellation how much can we refund to the property owner? In other words, what will be the net cost to the property owner in order to clear his land of the \$1,000 assessment?

Table I shows the effect of selecting for cancellation a \$1,000 bond maturing in the sixth year. This table assumes that the bond maturing in 1932 was of that denomination. The problem of denominations is intimately related to this problem of acceleration of maturities and redemption of property from assessment. Unless the denominations are such as to facilitate the operations of the treasurer in calling bonds for payment, it may be found impracticable to repay to the property owner any sum whatever. The speaker knows of two bond issues where this was the case. The denominations fixed were so large that they did not lend themselves at all to the aid of the property owner. In the case assumed in Table I, it is found possible to help the property owner, but an undue irregularity in the redemption fund is found to result which irregularity can largely be avoided by the fixing of the denominations differently as is shown in a later table.

In Table I in succeeding lines numbered 1 to 14, we show, first, the annual payments of bonds and also of assessments coming due in each year of the ten years constituting the life of the bond issue, second, the annual interest installment on same, and thereafter, in succeeding lines, the amount and year of the bond called, the annual coupons on same, the annual installments of bonds thereafter remaining outstanding, the coupons on same, the annual installments of the assessment which was paid up and redeemed, the annual interest on same,

the balance of the assessments then remaining outstanding, the interest on same, the annual aggregates of such assessments unpaid and interest on same, the annual amounts to pay on the bonds and coupons outstanding, the annual shortage or overage in the redemption fund and the accumulated annual balances of same. This table is based on the assumption that all payments are met as they become due, the shortages being met temporarily by transfers from other funds. If property owners do not pay their assessments, the accruing interest on same will take care of the extra interest on the bonds.

*See Table I on page 71.*

Our problem was the question whether we could refund any sum to the property owner making the redemption. A study of the table shows that we make such a refund to the amount of \$300 and that in the long run, assuming the city takes care of the red ink balances by making temporary advances, the redemption fund will in the long run be the gainer by \$35. This is shown in Table II.

*See Table II on page 71.*

In Table I it was assumed that the bonds issued were of denomination of \$1,000. For a small bond issue like this it would be better to issue \$500.00 and \$100 bonds. In such case the bonds called for retirement could be extended over a series of years. Such a solution of the problem is set forth in Table III. The maximum red ink or minus balance is here shown to be \$179 in the fourth year, whereas in Table I the maximum red ink balance was shown to be \$430, occurring in the fifth year. The total amount of the red ink balances as shown by Table I was \$1,360, while by Table III this total is only \$623. The total plus balances under the first plan was \$1,315; under the second plan, \$812.

As in the first case we are here able to

refund to the owner \$300. This appears by Table IV.

TABLE IV—PLAN B

Bonds Cancelled	
\$100 due in 1928, Coupons.....	\$ 14
100 " " 1929, ".....	21
100 " " 1931, ".....	35
500 " " 1932, ".....	210
100 " " 1933, ".....	49
100 " " 1934, ".....	56
	\$ 385
Principal.....	1,000
	\$1,385
Pay Bondholder.....	1,085
Coupons Cancelled without payment.....	\$ 300
Refund to Owner.....	\$ 300

Red ink balances exceed in the aggregate the plus balances by \$45 under the first plan, while under the second plan the plus balances exceed the red ink balances by \$189, which is equivalent to the use of \$189 for one year.

This is shown by Table V which follows:

TABLE V  
SHORTAGE—OVERAGE

PLAN A		PLAN B	
Shorts	Overs	Shorts	Overs
— 100	+ 505	—100	+249
193	377	93	235
279	256	86	221
358	142	179	107
430	35	165	0
—1360	+1315	—623	+812
+1315			—623
— 45			+189
We lose use of \$45 for 1 year		We gain use \$189 for 1 year	

The red balances of course introduce a problem. We frequently have the same situation to face in the case of general municipal bonds, and according to the writer's experience the situation is taken care of by making temporary advances from other funds in which there are idle moneys. Such temporary transfers, of course, have to be repaid, but we have

seen that in due time these minus balances become plus balances. With a large number of redemption funds the situation should equalize conditions.

The city could with wisdom create a revolving fund to take care of such matters.


If the city will not provide for such temporary transfers, then the bondholder in accord with the procedure specified in the act presents his bond and the treasurer declines payment, whereupon interest continues to run on the bond.

The important thing is to use judgment in fixing denominations in the first place and then to distribute the maturities of bonds called over a series of years rather than to place them in a close group. While the problems demand careful consideration, the great advantage derived from allowing owners a chance to clear their land of assessments, always bothersome to the property holder, more than counterbalance the disadvantages.


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RATES ON APPLICATION

TABLE I—PLAN A

BOND ISSUE UNDER IMPROVEMENT BOND ACT OF 1915

10 Years—Interest from July 2, 1926—Property Owner Redeems and Demands Repayment on \$1000 Assessment

		1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	Totals
1	Annual Installment Assessments—Bonds.....	\$1000	\$1000	\$1000	\$1000	\$1000	\$1000	\$1000	\$1000	\$1000	\$1000	\$10000
2	Annual Inst. Interest Assessments—Bonds.....	700	630	560	490	420	350	280	210	140	70	3850
3	Bonds Called and Cancelled....	.....	.....	.....	.....	.....	1000	.....	.....	.....	.....	1000
4	Coupons on said Bond.....	70	70	70	70	70	70	.....	.....	.....	.....	420
5	Bal. Bonds out (1-3).....	1000	1000	1000	1000	1000	.....	1000	1000	1000	1000	9000
6	Coupons Bonds Out (2-4)....	630	560	490	420	350	280	280	210	140	70	3430
7	Annual Installment Assessment Paid.....	100	100	100	100	100	100	100	100	100	100	1000
8	Annual Installment Interest Paid.....	70	63	56	49	42	35	28	21	14	7	385
9	Bal. Assessments (1-7).....	900	900	900	900	900	900	900	900	900	900	9000
10	Bal. Interest (2-8).....	630	567	504	441	378	315	252	189	126	63	3465
11	Bal. Assessments and Interest (9+10).....	1530	1467	1404	1341	1278	1215	1152	1089	1026	963	12465
12	Needs for Bonds—Coupons (5+6).....	1630	1560	1490	1420	1350	280	1280	1210	1140	1070	12430
13	Annual Shortage or Overage (11-12).....	-100	-93	-86	-79	-72	+935	-128	-121	-114	-107	35
14	Accumulated Shortage or Overage.....	-100	-193	-279	-358	-430	+505	+377	+256	+142	+ 35	35

TABLE II—PLAN A

Received from Redemptioner

Principal.....	\$1,000
Interest.....	385
	<u>\$1,385</u>

Pay Bondholder

Principal.....	\$1,000
Premium.....	50
Interest.....	35
	<u>1,085</u>
Balance Cash.....	\$ 300

PROBLEM:

Can we refund this \$300.

Bond Cancelled due 1932

Principal.....	\$1,000
Coupons attached.....	420
	<u>\$1,420</u>

Payment to Bondholder covers.....\$1,085

Coupons cancelled without payment.....	\$ 335
Cash on hand.....	300
	<u>300</u>

Coupons rendered surplus.....\$ 35

ANSWER:

Yes. We may refund the \$300.

Net cost to owner, \$1,085.



TABLE III—PLAN B

BEST PRACTICAL SOLUTION

We Collect \$1385—Pay Bondholder \$1085—Refund \$300

	See Table I for Lines Omitted.	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	Totals
3	Bonds Called for and Cancelled.....		\$100	\$100	.....	\$100	\$500	\$100	\$100	.....	.....	\$1000
4	Coupons on said Bonds.....	70	70	63	56	56	49	14	7	.....	.....	385
5	Bal. Bonds out (1-3).....	1000	900	900	1000	900	500	900	900	\$1000	\$1000	9000
6	Coupons Bonds out (2-4).....	630	560	497	434	364	301	266	203	140	70	3465
12	Need for Bonds — Coupons (5+6).....	1630	1460	1397	1434	1264	801	1166	1103	1140	1070	12465
13	Annual Shortage or Overage (11-12).....	-100	+7	+7	-93	+14	+414	-14	-14	-114	-107	+0
14	Accumulated Shortage or Overage.....	-100	-93	-86	-179	-165	+249	+235	+221	+107	+0	+189

RECENT COURT DECISIONS OF INTEREST TO MUNICIPALITIES

BOND ELECTIONS

**Submission of More Than One Proposition**—While section 18 of article XI of the Constitution prohibits a city from incurring a bonded indebtedness “without the assent of two-thirds of the qualified electors thereof, voting at an election to be held for that purpose,” it does not prohibit the submission of more than one proposition at the same election, and the legislature by a subsequent enactment (Stats. 1901, p. 27) authorized the submission of more than one proposition or purpose at the same election, provided that it shall “require the votes of two-thirds of all the voters voting at such special election to authorize the issuance of the bonds.”

City of Sacramento v. Goddard, 73 Cal. Dec. 40.

CHARTERS

**Charters—Nature and Effect of**—Under the Constitution the charter of a city is not only the organic law of the city, but it is also a law of the state within the constitutional limitations.

C. J. Kubach Company v. McGuire, 72 Cal. Dec. 178.

INTOXICATING LIQUORS

**Right to Enact Regulations Not Inconsistent With General State Law**—Municipalities derive their authority from the Constitution, and the only way the legislature can inhibit local legislative bodies from enacting rules and police regulations is by the state itself occupying the same legislative field so completely that legislation on the subject by local legislative bodies will necessarily be inconsistent with the state act.

**Municipal Ordinances Consistent With Purposes of State Law on Same Subject**—It does not follow that, because the legislature has seen fit to make certain general rules applicable in all the cities and elsewhere in the state, it has thereby impliedly

prohibited the enactment of additional local regulations by municipalities in keeping with the purpose of the general law, but so long as the requirements of the municipal ordinance are not in themselves pernicious, as being unreasonable or discriminatory, both may stand without a conflict.

**Power to Enact Additional Regulations to State Law**—Where the legislature has assumed to regulate a given course of conduct by prohibitory enactments, a municipality with subordinate power to act in the matter may make such new and additional regulations in aid and furtherance of the purposes of the general law as may seem fit and appropriate to the necessities of the particular locality and which are not in themselves unreasonable, and whether the legislature has undertaken to occupy exclusively a given field of legislation is to be determined in every case upon an analysis of the statute and the facts and circumstances upon which it was intended to operate.

**Regulation of Sale of Alcoholic Liquor by Pharmacies—Ordinance Restricting Quantity to be Sold on Prescription Different from Quantity Authorized by State Prohibition Law—Reasonableness of Ordinance**—A municipal ordinance of a city which provides that it shall be unlawful to sell, serve or give away any alcoholic liquor within the city except as in the ordinance provided and which permits the filling at pharmacies, on the date of issuance, of prescriptions calling for not to exceed eight ounces of alcoholic liquor each, is not unreasonable and discriminatory and does not conflict with the state prohibition act, which provides that prescriptions calling for intoxicating liquor may be filled in quantities not exceeding sixteen ounces.

In re Iverson 72 Cal. Dec. 430.

**Municipal Corporations—Regulation of Sale of Intoxicating Liquors—Ordinance Providing More Stringent Regulations Than Those Provided in State Law—Power to Enact**—The state prohibition law, known as the Wright Act, does not in terms or by implication occupy the whole field of the regulation of the sale of alcoholic liquor in this state, and it is within the power of a municipality to enact an ordinance dealing with the same subject, but providing other and more stringent regulations than those found in the general statute; and the same reasoning applies, and the same result follows, in relation to the possession of beverages with an alcoholic content.

In re Simmons, 72 Cal. Dec. 435.

**Power of Municipality to Determine Alcoholic Content Below That Which Is in Fact Intoxicating**—The legislative body, whether national, state or municipal, has authority to define the term "intoxicating liquor" and to fix the alcoholic content below that which is in fact intoxicating, in order that the prohibition law may be effectively enforced.

In re Simmons, 72 Cal. Dec. 435.

### MATTOON ACT

**Issuance of Bonds—Hearing—Notice—Constitutional Law**—The provisions of sections 36 and 37 of the Acquisition and Improvement Act of 1925, which in substance provide that in cases where the condemnation of any property needed in the course of the contemplated acquisition or improvement or both has been determined upon and appropriate proceedings to accomplish such condemnation have been initiated and prosecuted to the point of an interlocutory judgment as is provided for in the Constitution and statutes relating to the exercise of eminent domain, upon the entry of such interlocutory judgment, providing, as it may, for the taking of immediate possession of the property sought to be condemned, upon the payment into

court of the amount or amounts required by the terms of the Constitution and statutes to the owner and persons interested in the property thus to be taken, the legislative body conducting the proceeding shall fix a day, hour and place for a hearing upon the matter of the issuance of bonds against the assessment district for the purpose of obtaining the amount or amounts set forth in said interlocutory judgment as thus required to be so deposited, of which hearing all persons owning property within the assessment district shall be given notice as provided in said sections, and at which these may appear to urge whatever reasons they may have why such bonds should not be issued, do not violate the spirit and intent of article I, section 14, of the State Constitution as to the plan provided therein for the condemnation of properties required in the course of the acquisition or improvement contemplated or for the payment and provision of means for payment of compensation for the properties thus to be taken.

**Assessment or Exemption From Assessment of Lands Belonging to Public Bodies—Constitutional Law**—The provisions of section 5 of the Acquisition and Improvement Act of 1925 permitting the legislative body in charge of the acquisition or improvements, or both, contemplated by said act, to assess or exempt from assessment lands belonging to certain public bodies, are not violative of the provisions of article I, section 11, and article IV, section 25, subdivision 33, of the state Constitution.

**Public Improvement Under General Law—Public Improvements Extending Beyond Municipal Boundary—Municipal Affair**—When a general law of the state provides for a scheme of public improvement, the scope of which both intrudes upon and transcends the boundary of one or several municipalities, such contemplated improvement ceases to be a municipal affair and comes within the proper domain and regulation of the general laws of the state.

County of Los Angeles v. Hunt, 72 Cal. Dec. 5.

### MOTOR VEHICLES

**Reckless Driving—Speed Alone Not Determinative—Condition and Circumstances of Highway—Duty of Operator**—It is not the absolute speed at which an automobile is being driven that determines whether it is or is not being propelled at a reckless rate, but the conditions and circumstances of the highway at the instant of time must be taken into consideration, and if these conditions are such that the safety of persons and property require a much lesser rate of speed, it is the duty of the driver of the motor vehicle to slow down the speed of his car.

Dam v. Bond, 51 Cal. App. 598.

### OFFICERS—EXTRA COMPENSATION

**Compensation of County Clerk—Services Rendered the County Independent of His Duties as County Clerk—Construction of Code**—Section 4290 of the Political Code, providing that the salaries therein provided shall be in full compensation of all services rendered by county officers either as officers or ex-officio officers, has no application to the compensation paid a county clerk for services which had no connection with, and which were entirely independent of, his duties as county clerk; nor does it attempt to deal with the question as to whether county officers can or cannot perform services for their respective counties outside of their official duties and be compensated for such services.



**Extra Compensation as Purchasing Agent**—A county clerk, duly elected and qualified as such, who was appointed purchasing agent by the board of supervisors of the county, under the authority conferred by subdivision 21 of section 21 of the Political Code, is entitled to receive the compensation agreed to be paid him for his services in said position.

*Mousseau v. Garey*, 73 Cal. Dec. 77.

### POLICE POWER

**Regulation of Business and Occupations—Reasonableness of Legislation—Extent of Review by Courts**—Acts of the legislature regulating useful businesses and occupations through the exercise of the police power are not conclusive and the courts may always review them and inquire as to whether or not such enactments have any reasonable tendency to promote the proper objects for which the police power may be lawfully used; but such regulations made by a competent legislative authority will not be set aside as unnecessary, unjust or unreasonable unless they be clearly so.

*In re Ruppe*, 52 Cal. App. Dec. 157.

### PENSIONS

Where the widow of a member of the fire department of the city of Los Angeles, who was killed in the performance of his duties as such, was granted a pension under the act creating a fireman's pension fund (Stats. 1905, p. 412) equal to one-third of the amount of the salary attached to the rank which her husband held in the department at the time of his death, she became entitled, upon the adoption of amendment XI½ to the charter of the city of Los Angeles, creating a department of the government of the city known as "The Fire and Police Pension Department," to an increase in the amount of her pension equal to one-half of the amount of the salary attaching to the rank held by her husband at the time of his death.

*Home v. Souden*, 72 Cal. Dec. 379.

### STREET IMPROVEMENTS

**Street Improvements—Employment of Supervising Engineer**—An engineer, employed under contract by a city of the sixth class having no city engineer, for the purpose of performing the engineering work and supervising the construction of certain street improvements under proceedings taken under the Street Improvement Act of 1911 (Stats. 1911, p. 730), was not employed to discharge the general duties of the office of city engineer, but only the particular engineering work specified in the contract, and is not an officer of the city.

*Kennedy v. City of Gustine*, 72 Cal. Dec. 203.

### TELEPHONE COMPANIES

**Insertion of Advertising in Telephone Directories—Control by Railroad Commission**—In the development of the telephone as a form of public service telephone companies have found it practicable and profitable to diminish the cost and increase the profits of operation by making use of its directories as a means and form of advertising available to its subscribers, and granting the right of these public service corporations to employ this instrumentality for such profitable purposes, its use for such purposes must be regarded as a mere incident in the operation of its public service over which the Railroad Commission ought to have full control.

*California Fireproof Storage Co. v. Brundige*, 72 Cal. Dec. 159.

**WORKMEN'S COMPENSATION ACT****Acting Deputy Sheriff—Killing of in Performance of Duty—Compensation—**

A person who was compelled by the sheriff of a county to perform the service of a deputy sheriff of that county, and was charged with the performance of the same duty that would have rested upon a regularly appointed deputy sheriff under like circumstances, and while so acting he was killed, will be held to be within the protection of the law in assuming the risks incident to his office when killed in performing the service of a deputy sheriff within the contemplation of the Workmen's Compensation, Insurance and Safety Act.

County of Monterey v. Rader, 72 Cal. Dec. 182.

**Nature of Employment Under Convicts Road Camp Act—Liability for Injuries Received—**Under the Convicts Road Camp Act (Stats. 1923, chap. 316, p. 667), which provides, among other things, that the State Highway Commission may employ or cause to be employed on the highways of the state certain convicts confined in the state prisons, and that when so employed such convicts shall receive a specified compensation, provision also being made for authority of the prison directors to send the number of convicts to a prison camp as may be requisitioned by the Commission, the status of convicts who may be assigned to work on the highways is entirely changed and there is created a new class of paroled prisoners between whom and the state a relationship is created, one of the incidents of which is a liability under the Workmen's Compensation Act for injuries received while in such employment.

**Restoration to Limited Civil Rights—**Under the terms of the Convicts Road Camp Act the legislature intended to restore to a convict assigned to work upon the public highways such limited civil rights as were necessary to create the relation of master and servant between him and the State Highway Commission, and he must be held to be an employee within the meaning of the Workmen's Compensation Act.

California Highway Commission v. Industrial Accident Commission, 72 Cal. Dec. 582.

**Death from Injury Sustained Outside Scope of Employment—Ferryboat Captain Voluntarily Performing Work of Electric Lineman—**Where an employee engaged as a captain of a ferryboat used for the purpose of transporting his employer's electric trains over a river was accidentally killed while undertaking, of his own motion, to repair the contact point of an electric wire by means of which the trains take up an overhead trolley after being docked and before proceeding on their way, which work was entirely beyond the scope of his employment and was done without the knowledge and consent of the employer, who had issued express instructions to the captains of ferryboats to call upon experienced and specially trained electric linemen when such repairs were needed, an award of compensation for the injuries resulting in the death of such employee cannot be sustained.

San Francisco and Sacramento Railway Company v. Industrial Accident Commission, 52 Cal. App. Dec. 53.

*(Continued next Month)*



# CITY PLANNING COMMISSION

Edited by HON. FRANK T. STRINGHAM.

## ZONING IN BERKELEY

By EMMA M. HANN, Secretary of the City Planning Commission

In the reorganization of the City Planning Commission of the City of Berkeley the number of members was increased to nine, making it possible for them to divide the commission into two divisions known as the Zoning Division, which handles zoning problems exclusively, and the Civic Design and Development Division which takes up problems concerning City Planning. This change provided for the meeting of the Planning Commission each week, the divisions alternating.

During the six months ending December 31st, 1926, only eighteen zoning petitions were filed. The City Council upheld the decision of the Commission in every case with one exception. A majority of the petitions requested a change from the residential class to retail business or garage classifications. The Commission, however, is satisfied that there is sufficient property classified for business purposes in Berkeley at the present time.

During the past year the Commission had several requests for reclassifications on Grove Street and in all cases the petitioner was requested to submit with the petition the plans of the proposed development, including the perspective and certain specifications. By this method the Commission exercises a certain control over the development of the property which it could not do if it rezoned the entire street as a business street.

In two cases the people of a large section strenuously opposed the action of both the Commission and the Council in granting the petitions and circulated a

referendum petition asking for the repeal of the zoning amendment. The City Clerk refused to accept these petitions upon the advice of the City Attorney who ruled in both cases that they involved local matters and not problems concerning the city as a whole and that rezoning is an administrative and not a legislative matter. These two matters were taken to court and have been submitted to the Supreme Court for decision.

In the first of the above cases the University of California wished to use property for a poultry experimental station. This property lies in a residential area but adjacent on the west to industrial property along the Santa Fe Railroad.

In the other case the petitioner requested a change from restricted residential to retail business classification. Approximately 65% of the street frontages within the area of protest favored the change, that is, owners within 200 feet of the exterior boundaries of the property involved, while the people in the outlying areas unanimously opposed the petition.

In the following cases the Commission took steps to protect petitioning property owners against undesirable developments.

A three story apartment house was contemplated in an apartment house district adjacent to districts of higher classification and the property owners felt that the proposed structure would be an atrocity. The people filed a petition with the Commission asking for a change in the existing classification in order to prevent the building of the proposed



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apartments. The builder had made an application for a building permit after the petition was filed, but before the proposed amendment to the zoning ordinance had gone into effect. In order to protect the people, whom the council felt were entitled to such protection, the City Council passed an ordinance the contents of which is as follows:

"Whenever a petition has been filed with the City Planning Commission requesting the reclassification to a more restricted classification of any property within the City of Berkeley under the zoning laws or Ordinances of said City no permit shall be issued by the Building Inspector for the construction of any building in the area sought to be reclassified, which said construction is inconsistent with the proposed reclassification; said permit shall be withheld under such circumstances until the petition for reclassification has been finally denied by the Council of the City of Berkeley; and if the said property be reclassified by the City Council to a more restricted class the building permit shall not be issued, provided, however, that no permit shall be so withheld by the Building Inspector for a period exceeding 60 days after application for said permit was filed." The result was that the building of the apartment house was prevented.

The Commission also proposed an amendment to the original zoning ordinance designed to protect property owners. It was deemed necessary to control the location of such businesses as secondhand automobile sales places, not conducted under a roof, and automobile wrecking establishments. This was accomplished by including these businesses in the industrial classification, thus preventing these establishments from locating in retail business districts where they prefer to be and where they act as barriers to the higher type of business development.

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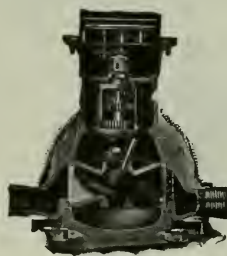
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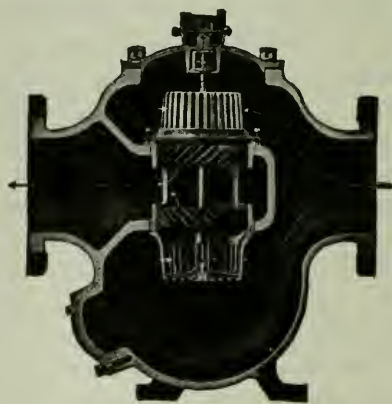
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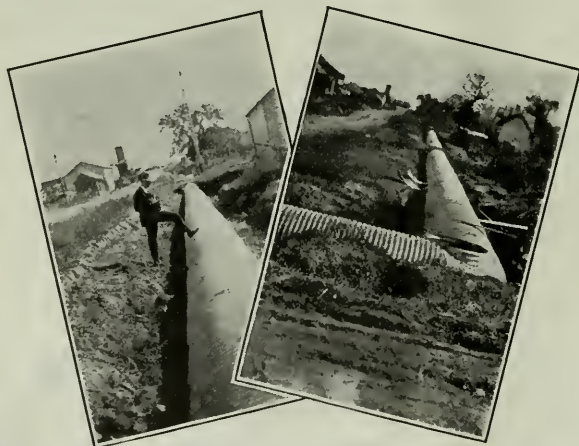
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RECENT COURT DECISIONS OF INTEREST TO MUNICIPALITIES

THE U. S. SUPREME COURT UPHOLDS STREET BOND LAWS

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## ENGINEERS' SECTION

To be edited monthly under the supervision of W. B. Hogan of Stockton, Chairman of  
the Department of Engineers, Councilmen and Street Superintendents.

### Junketing Trips Prove their Value for Los Angeles

By JOHN C. SHAW, City Engineer.

Several years ago when Los Angeles was facing the problem of installing a sewage disposal plant of some character, John A. Griffin, City Engineer, secured authority from the Board of Public Works to visit a number of large cities and study their methods of sewage disposal. Information obtained by him on that trip proved of great value to Los Angeles in its successful campaign for a bond issue of \$12,500,000 for a new Out-fall Sewer and a screening plant on the ocean at Hyperion.

Since that time this policy has been extended to department heads, allowing them leave of absence on pay, together with traveling expenses, to study conditions affecting their particular line of work in other cities in this country, with gratifying results. About two years ago Mr. T. A. Fitch, Tester of Materials, attended the annual convention of the American Society for Testing Materials, and on the trip visited the laboratories in many of the larger cities, securing ideas of far greater value to the city than the cost of the trip. This has been followed by a joint trip by H. P. Cortelyou, Construction Engineer, and M. Butler, Engineer of Bridges and Structures, studying

methods of bridge design and construction; by a trip by two members of our Board of Public Works studying incinerators, and more recently by a trip by R. W. Stewart, Chief Deputy City Engineer, and C. J. Shults, Engineer of Pavement Design, to the Annual Convention of the American Society for Municipal Improvements, at Washington, D. C. On this latter trip Mr. Stewart devoted his attention to incinerators and various types of motor vehicles. Mr. Shults visited many engineering offices in our various large cities to secure any new ideas on pavement design. All of these trips proved of great value in determining policies to be followed by the City of Los Angeles.

Mr. Shults offers the following high lights from his trip: A number of cities in different parts of the country are constructing curbs built monolithic with the pavement. Owing to unfavorable weather conditions, construction methods were observed only in Seattle. That city, owing to a combination of heavy grades and heavy rainfall, now uses no pavements but plain cement concrete. The pavement is built six inches wider on each side than the eventual roadway

width. Four inch headers are set on each side for use in striking the pavement with templets. Immediately after finishing the pavement, not over 30 minutes after the pavement has been poured, a back form is toe-nailed to the header, a front form is set on top of the pavement, held from the back form with spreaders and held against the spreaders by U clamps passing over both forms. Concrete of the same mix as the pavement is then deposited inside the forms and is thoroughly worked into place with a spade which has eight holes about one inch in diameter near the lower edge of the spade. This allows free mortar to pass through the spade against the front form of the curb, while the coarse aggregate is forced away from the form by the spading action; smooth finish for the face of the curb is thus secured. The top of the curb is finished smooth with an edging tool, worked between the curb forms. The contractor is paid in pavement area only for the square feet in the roadway; Seattle reports that this type of curb is costing only 25 cents a foot, and is much pleased with the results obtained, claiming that this type of curb stiffens the pavement slab and prevents cracking of the pavement near the gutter. Expansion joints are used every 15 feet with this type of curb.

Los Angeles has used a monolithic curb of a different type with great success for several years. With our type, the front and back forms are set before any pavement is poured, the front form stopping at the pavement surface, with the back form extending to sub-grade. Three-eighths square reinforcing bars are set on five foot centers bent up into the curb and extending three feet into the pavement; on filled ground these bars are lengthened to point where solid ground is encountered. With the forms in place concrete is poured into the curb forms and into the pavement area and the

pavement finished to proper grade and cross section. As soon as the pavement has set sufficiently to support a workman on planks laid on the pavement, the front curb form is stripped and the top and face of curb is troweled smooth and marked into the usual sections.

The integral curb has proven very valuable in hillside sections, both during construction and for maintenance purposes. If curbs are built separately, a curb gang has to go through the whole job first, followed two or three weeks later by the paving gang. With the integral curb the entire construction is completed in one operation. As a maintenance matter, the separate curb has cost the city thousands of dollars as a result of storms. The separate curb, particularly at critical points where the road crosses a ravine, is usually on filled ground and has a tendency to settle; also, in setting, the concrete will shrink slightly allowing the gutter flow to penetrate to the subgrade of the curb and undermine same. Slight settlement follows which permits more water to enter and the destruction of the curb is rapid. With the curb gone, the entire street flow pours down the steep hillside, often with serious damage to private property. The waterfall action created at the edge of the pavement eats out the subgrade under the pavement and often destroys large sections of the pavement. With the integral curb no water can pour down the hillside until the street is running full to the top of the curb. While this occasionally happens and some damage is caused by "waterfall," this damage is slight as the street continues to operate to full capacity and the duration of the waterfall is brief. The curb acts as a beam to support the pavement, and the repair usually consists only in ramming a backfill under the curb and pavement for a small area. The City of Los Angeles is therefore using the integral



curb on all hillside work and is now experimenting with the Seattle type of flat streets.

Another interesting type of construction observed in Seattle was the "dummy" expansion joint for concrete pavement. Owing to considerable range in temperature and to a high annual rainfall, Seattle has had in the past considerable trouble with concrete pavements, due to cracking. By the use of expansion joints at regular intervals, this cracking has been entirely controlled. By careful work during construction these joints are built so that the smooth riding surface is not impaired. The "dummy" joint was a suggestion of one of the contractors to speed up work and reduce cost. Immediately after striking the concrete roughly to grade, a crease two inches deep is cut into the fresh concrete by a T-bar bolted to a templet, which fits the cross section of the pavement. Into this slot is dropped a  $\frac{1}{4}$ " x 2" composition board in length of ten feet or less. This is crowded into the pavement with a hand float, the workman operating from a bridge over the pavement. The concrete is then finished with longitudinal and transverse floats and when finished perfectly smooth the composition board, which has become slightly submerged, is raised with pliers flush with the surface and the concrete on each side is smoothed with an edging tool five inches wide, which also rounds the corners of the concrete at the joint. The  $\frac{1}{4}$ " joints broom out on top under traffic to a width of about one-half inch and completely seal the crack. With a two inch cut in the top of the pavement, a point of weakness is developed which causes all cracks in the concrete to develop under these "dummy" joints where they can not be seen and where they can do no harm. The "dummy" joints are much simpler to install than the "through" joints, less expensive, and it

is easier with their use to secure a smooth pavement. Los Angeles is about to try out this joint on a large job and if results are as anticipated, will use this joint in all concrete pavements.

Mr. Butler visited twelve large cities in the East and Middle West including Chicago, New York, Boston, Washington and Pittsburg, all of which enabled him to observe many large bridge projects which are now under way, and to become familiar with design methods for structures being planned.

The opportunities to compare the bridge work of other cities of the country with what is being done in Los Angeles proved highly profitable and has enabled Los Angeles to effect many changes in its procedure which are proving advantageous in the matter of securing more serviceable and durable structures. The work being done in Los Angeles compares very favorably with that of any other section of the country, and by gathering together the items and methods in which other cities are ahead of Los Angeles, it has been found possible to improve our work and secure more satisfactory structures for the use of the public.

After observing the situation in large eastern cities and seeing the enormous sums of money which are being spent to replace inadequate structures, it has become very evident that Los Angeles should build bridges with the idea of adequately serving the future needs as well as the immediate necessities of the community. This factor is one of the most important lessons to be learned from a visit to eastern communities, for large eastern cities, notably New York and Chicago, are spending enormous sums undoing previous work, paying property damages and reconstructing bridges under traffic. The opportunity is now presented to Los Angeles to so build that many future large expenditures may be avoided, as it does not require

any stretch of the imagination to visualize Los Angeles of the future as large as Chicago is today.

Details of construction of handrails have been improved and simplified with a consequent reduction in maintenance charges on these very important parts of bridges. The use of artificial stone is being reduced to a minimum as the result of the experience of this and eastern cities. More ample provision is being made for expansion and contraction for girder spans, as much difficulty has been experienced throughout the country because of inadequate facilities for aiding the expansion and construction of girder bridges. A strong effort is being made to build structures which will be artistically satisfactory as well as utilitarian.

Many eastern cities are much farther

advanced in their programs of grade crossing elimination than Los Angeles, but due to the benefit of observations of such work in eastern cities, Los Angeles has been enabled to begin a program of grade crossing elimination by using what is believed will be the most up-to-date methods, and by using structures of as pleasing appearance as possible.

One of the results of the trip has been the purchase of a Begg's machine for the mechanical or visual calculation of stresses in indeterminate structures with very satisfactory results and material saving in both cost of design and amount of material in the finished structure.

Many improvements in specifications have been put into practice as a result of the supervision of methods in use in the various cities visited on the trip.

## RECENT COURT DECISIONS OF INTEREST TO MUNICIPALITIES

### ZONING

**Adequacy of Districts to Meet Funeral Needs of City**—An ordinance of the city of Los Angeles regulating districts within which undertaking establishments may be maintained and prohibiting the maintenance thereof outside the limits of said districts, is not subject to the objection that no new undertaking district has been created, or existing districts so extended, as to include the area occupied by the chapel and establishment of an undertaker outside thereof, and that the city council arbitrarily refuses to enact remedial legislation, notwithstanding the demands of constantly increasing commercial and residential growth in that vicinity, where there was no showing that the area of the districts as established by said ordinance were insufficient for the maintenance of undertaking establishments or that the street frontage within said districts is not adequate for the funeral needs of the city.

**Erection of Undertaking Establishment in Prohibited District—Building Permit—Knowledge of Violation of Ordinance—Confiscation**—Where the owners of an undertaking establishment outside of the legalized district expended a large sum of money in the building of such establishment under a permit issued by the building department of the city, they are not in a position to say that they were lulled into an investment of their capital and by a change of front deprived of property without compensation, where they were notified by surrounding property owners that they were violating the law and that a petition would be delivered to the city council asking that body to refrain from creating a district within which such business could be maintained in that locality.

**Exercise of Powers by City Officers—Presumptions—**The exercise of powers by city officers in excess of their authority for a great length of time will raise no presumption of a grant to the city of such authority.

**Ordinance Establishing Zone for Mortuaries—**The fact that other property situated similarly to that where mortuaries are prohibited is permitted to be used for their maintenance will not justify the appellate court in holding a zoning ordinance of a city unreasonable and discriminatory.

In re Ruppe, 52 Cal. App. Dec. 157.

**Provisions Regulating Height of Buildings—Inapplicability to Public Buildings—**The provisions of section 3 (11) (a) of the charter of the city of Los Angeles, which prescribes that no building, structure or any part thereof of a height exceeding one hundred fifty feet shall be erected within a designated district of the city, or within one hundred fifty feet of the exterior boundaries of said district, have no application to the construction of public buildings by the city in the absence of a clear and definite expression of the intention so to limit the city in the construction of its public buildings.

Kubach Co. v. McGuire, 72 Cal. Dec. 178.

**Establishment of Isolation Hospital—Police Power—**The location, establishment and maintenance of an isolation hospital by the City of Pasadena is clearly within the scope of the police power of the city under the general police authority to protect the public health conferred upon the city by section 11 of article XI of the Constitution and the provisions of subdivisions 6 and 20 of section 3, article I, of the charter (Stats. 1901, pp. 888, 890).

**Ordinance Establishing Site for Isolation Hospital—**The legislative body of the City of Pasadena, in adopting an ordinance fixing and establishing a certain block of land owned by and situate in said city as a suitable site for the construction and maintenance of an isolation hospital, under the direction of the health department of said city, was exercising its legislative function, and every intendant is to be indulged in and all doubts resolved in favor of the validity of its action.


**Legislative Action—Reasonableness and Necessity for—Review by Courts—Evidence—Findings—**The legislative determination of the facts which warrant the action of the legislative body will not be set aside or disregarded by the court unless the legislative discretion is clearly and palpably wrong and such appears to be and is found to be the fact from the evidence educed before the trial court.

**Purchase of Property for Location of Isolation Hospital—Injunction—**The fact that the property for the location of the isolation hospital was purchased with part of the proceeds of a bond issue voted for the purpose of acquiring and constructing a waterworks and system to supply water to said city and its inhabitants does not give to taxpayers the right to restrain the city from using the property in question for any purpose other than water development.

Where the provisions of the zoning ordinance of the City of Pasadena which prohibits the erection of hospitals in a particular district was repealed by an ordinance of said city fixing the location of an isolation hospital in such district, the erection of an isolation hospital in said district may not be enjoined upon the ground that it is in violation of the zoning ordinance.

Jardine v. City of Pasadena, 72 Cal. Dec. 75.





# CLERKS-AUDITORS AND ASSESSORS - PAGE

City Clerks, Auditors and Assessors in the district comprising the counties of Santa Cruz, Monterey and San Benito met in the office of City Clerk M. M. Swisher, chairman of the district, at Watsonville, on Thursday, Feb. 24th. The program was chiefly a round table discussion of the various problems of assessment, accounting, filing and analyses of the various forms used in many of the cities of California, as supplied by President John J. Lynch of the district.

Heavy rains of the day and night before, with resultant slides in roads and over-flowing streams kept some of the officials from attending. Those present were: City Clerk M. R. Keefe of Salinas, City Clerk and Assessor E. S. Johnson of Pacific Grove, City Clerk A. J. Mason of Monterey, and City Clerk M. M. Swisher, of Watsonville, chairman of the district.

After a perusal of the various forms in use in various cities, and comparison of the accounting systems used by the committees present, it was the sense of this meeting that the president of the City Clerks, Auditors and Assessors department should be urged to appoint a committee of City Clerks, Auditors and Assessors to make a study of municipal accounting with an idea of preparing a uniform system of accounting for use in the smaller class cities of the State.

At the suggestion of President John J. Lynch of the department, a later meet-

ing may be called with the officials in one of the near-by districts.

NOTE:—City Clerk M. M. Swisher is to be congratulated on the results obtained from the above meeting. This is the first meeting that has been held by a district chairman that has come to the knowledge of the editor. Surely they are worth while, and we should have more of them.

The Clerks, Auditors and Assessors are greatly indebted to Charles N. Kirkbride for his contribution to our page in the last issue of PACIFIC MUNICIPALITIES and take this opportunity of publicly expressing our thanks and appreciation for the information contained in his offering "Acceleration of Maturities under the Improvement Bond Act of 1915." This contribution was made at the request of City Clerk Van Riper of Bakersfield, and the thanks of the editor of this page are also extended to Van for his interest in the matter of putting this page over. Let's have some more suggestions.

The following answers to the queries appearing in our page in the January issue of the PACIFIC MUNICIPALITIES have been received:

Q. In case the Mayor or President of the Council leaves during a Council meeting and the Vice-President takes the chair, by whom should the ordinances,

resolutions and minutes of the meeting be signed?

A. The Mayor or President should sign all ordinances and resolutions passed or adopted while he presided, and with the Vice-President should sign the Minutes.

Q. Should the Mayor or President sign all documents representing legislative or administrative acts of the Council and the Minutes of the meeting, or only those passed while he presided at the meeting, the Minutes being signed by the Vice-President?

A. The Mayor or President should

sign only documents representing legislative or administrative acts passed or adopted when he presided, and in my opinion should sign the Minutes with the Vice-President who presided in his absence.

Members of this department are again reminded that this page is open for the discussing of matters pertinent to your respective departments. The Editor will always endeavor to have all queries answered by one of authority. Please send all queries or other data that would prove of interest to W. E. Varcoe, City Clerk, City Hall, Alameda, Calif.

## THE U. S. SUPREME COURT UPHOLDS STREET BOND LAWS

*Both the 1911 and 1915 Acts of California Are Now Held Valid; Decision is Important to Holders of Millions of Dollars of Street Improvement Bonds.*

Important to holders of millions of dollars of street improvement bonds is a decision of the United States Supreme Court, rendered December 13, upholding the validity of the California street improvement bond act of 1915, says Carl S. Kelty, of Neale, Kelty & Supple, Inc., in the Coast Investor. News of the decision was announced by Charles N. Kirkbride, of Kirkbride & Gordon, attorneys. Mr. Kirkbride returned to San Francisco recently from Washington where he argued the case before the Supreme Court, having defended the integrity of the bond act throughout the litigation.

"Every attack which has been made on the constitutionality of the street improvement bond act of 1915, and also the 1911 act, has now been decided in favor of the legality of these statutes," said Mr. Kirkbride.

Bonds are issued by municipalities

under the 1915 act to pay for paving, sidewalks, sewers, lighting and other public improvements, costs being assessed as liens against property benefited. The bonds are principally in round denominations of \$1,000 and \$500 and are contingent obligations of the cities of issue. Many millions of dollars of the bonds issued by California municipalities are in the hands of investors. Record for punctual payment of interest and principal has been excellent. The bonds sell at yields substantially higher than are offered by direct obligation bonds of the same cities, and are equally tax-free. With the constitutionality of the statute established by decision of the highest court of the land these improvement bonds are made even more attractive.

### CALIFORNIA DECISION APPEALED

The suit which has just been decided by the Supreme Court was brought by

Stege and others against the city of Richmond, to quiet title growing out of proceedings by the city at a delinquent tax sale. The city sold lots on account of non-payment of the first installment due on an assessment constituting the redemption fund for payment of bonds issued under the 1915 act. The suit was tried first before the Superior Court of Contra Costa County at Martinez, and on appeal to the Supreme Court of California, was argued for the city by Mr. Kirkbride, and a good, clean decision won affirming the constitutionality of the act. Appeal was then obtained to the United States Supreme Court on a writ of error.

The appellants contended that the 1915 act was unconstitutional in that it sought to create a general obligation debt of the city unsupported by a two-thirds vote of electors. Another ground of attack was the provision in the bond act that the city must acquire property sold for delinquent assessments where no other bidder appeared.

The provision of the act that if there were no moneys in the city treasury to pay installments due to the city on delinquent tax sale the tax-collector would delay entry of certification of sale until the city had provided funds by a special tax or otherwise, was assailed as unconstitutional in that it gave the city a preference over private individuals who might be purchasers. Appellants argued that this deprived individuals of equal protection of the law guaranteed by the Federal Constitution.

Argument was advanced that provisions for a special tax to pay bonds and interest constituted the pledging of the

city's credit contrary to law and also the burden upon the property owner, thus depriving him of his property without due process. It was further contended by appellants that in this particular case the property-owner had been deprived of his property by reason of the sale on the delinquent installment having been made "en gross," the lots not being separately described and not being capable of separate redemption. The California Supreme Court has declared such method of sale improper, holding nevertheless that the property-owner has no standing in court without having offered to pay his assessment.

Another contention made by the appellants was that the city did not have the power to purchase property at delinquent sale. The California court had upheld this power on the ground that the city could have paid the entire cost of the street work out of the general fund at the expense of all the taxpayers.

#### JUSTICES EVINCE KEEN INTEREST

In his argument before the United States Supreme Court, Mr. Kirkbride was closely questioned by Chief Justice Taft and several other justices. The numerous points were completely presented. Mr. Kirkbride is known as father of the 1915 bond act, having prepared the statute for submission to the legislature after a discussion by a committee of attorneys interested in municipal street work. He was largely responsible for its enactment. He has now argued the constitutionality of the act before the United States and California Supreme Courts; and before the California Appellate Court in the case of Federal Construction Co. against Wold, in which the decision also upheld the act.





# The Scientific Appraisal of Property in San Francisco

By H. A. MASON

And Discussion Following at the Last Convention of the League.

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MR. MASON (San Francisco): Mr. Chairman and Ladies and Gentlemen, I indicated to the Chairman that in case you had a few moments time you wanted filled in, possibly I might relate to you what we are just commencing to undertake in San Francisco in regard to the appraisal of all of the taxable property of that city. And I want to say that the talk I will give you now is entirely impromptu.

Our work has developed some very interesting features, and, as it happens that I have been assigned as an addition to some of my other city work the work of the secretary's office of an advisory committee, which means that I am the connecting link between the citizens' committee and the official committee of the board of supervisors, and I have a very intimate contact with the entire scope of the work of this appraisal.

I believe all of you understand the conditions under which local boards of equalization function under the existing law of the state of California. You understand that the assessor makes an assessment roll. That in turn is passed to the board of equalization—in cities the board of trustees or the city council, and, in the counties, the board of supervisors, and in San Francisco it is the board of supervisors. That board is supposed to equalize and to cure any discrepancies which may appear in that roll, to satisfy any complaint and adjust any complaints which may be made before it by any person or property owner who thinks he

has been over-valued. I think most of you realize that the functions of the boards of equalization almost means nothing. We all know that property is assessed very much below its actual or true value. No citizen can complain whose property is assessed below its true value, so that whenever complaints are made he is simply asked what his value is and if it is in excess of his equitable assessment he has no remedy for his grievance. That discourages unfounded complaints. The property owners know that, and we have practically few complaints which require adjustment, knowing they have no real redress and that there is information available in most places to show he is paying a tax on property in excess of that paid by his neighbor.

As a matter of fact, however, we all realize that the ratio of true value to assessed value varies. The statement was made in public in San Francisco at the time of the organization of our local committee that a checking up of something like 7,000 sales, on account of the appraisal of the city's appraisal of property for taxation, it was discovered that the local assessments there varied all the way from 10% up to 100%. Now you can realize for a moment how unjust that is upon the taxpayers themselves. If you are assessing at 80%, 90% or 100% of the value of your property and I am assessing on the ratio of 10%, 20% or 30% on mine, you are being deprived or robbed, I might say, in the name of the

law for my benefit. That condition obtains in a great many places and I have no doubt that it obtains in a majority of the cities and counties of this state. It was for the purpose of correcting this injustice—those varying relative values. The board of supervisors this year appropriated \$50,000 for the purpose of making an entirely original appraisal of the real estate or the land of the city. \$50,000 was all they thought they could appropriate this year. Next year they will attempt to appropriate enough to make a reappraisal of all the improvements.

Now the procedure which they took is extremely interesting. It involves what might be called a system of taxation with representation. It involves the fixing of values by the property owners themselves under the direction of a skilled or trained expert who knows what he wants to obtain in the way of information from that particular source, thereby putting the duty of assessment on the property owner. So, first, an advisory committee was appointed, called the advisory committee to the board of equalization. That committee was composed of two representatives of the real estate board, a bank representative, a research man, and a labor representative and a representative of the finance committee of the board of supervisors. They employed, or thought it advisable to employ, a trained expert in that matter of re-evaluation. Here is the way he proceeded: First a district was laid out—the city was divided into 131 districts. A district was first laid out embracing property of high value, the retail portion of San Francisco along Market Street and over north of Market Street. An appraisal committee representing the property owners interested in that district was appointed to the number of about fifty or sixty. They were asked to serve on the local appraisal committee for the

purpose of determining that evaluation. It was wonderful, and it is a pleasure to relate, that not one declined to serve. The first meeting was held last Wednesday. There were present people representing perhaps \$100,000,000 worth of property. The expert in charge stated in advance the purpose, the scope of the work to be done, that they were attempting to establish not maximum values, not low values, not ordinary values, but, what was more important, relative values, and that they would first deal with the question of percentages; they would not attempt to deal with dollars and cents; and he started in by inquiring "which is the busiest street in San Francisco" and they all agreed it was Market Street. "Whereabouts on Market Street? Between 4th and 5th? In the center, or near 4th or near 5th?" They agreed, or rather, they discussed the matter at some length and the reply was that it was near 5th Street and that was placed at 100%. Well, if there is any difference in the relative value between that and the adjoining district, what is the difference down out 4th Street? What is the difference in relative value in percentage? And they all commenced to talk about it. Finally by consensus of opinion it was held it was about 85%. Then they were asked how much it was across the street in front of the Flood Building. What percentage was that? That was held to be 85%. The next block on Market Street to be considered was between Grant and Stockton where the Phelan Building stands. That was worth about the same. Mind you, all these things were adopted and it was through adoption that these relative values were reached by practically a unanimous conclusion. And so they continued. Where there was a difference of 60% and others said it was 65% there was a little shading of the difference there. They would determine it by averaging these percentages. So

they presently jumped over on Geary Street and what block was the most valuable there. South between Grant and Stockton. What was the relative value of that block to the one back at Market Street? What was the percentage of value compared with the other block; and after discussion that was held to be 65%. Then they went farther over on another street, up Market to 8th, down 8th to Mission, down Mission to Third Street, from Third Street to Market, up Sutter, up Stockton, up Powell, and they asked the same questions there. What is the percentage of relative value, the relationship of that to the other. Now in doing this the person in charge had in view this fact: that at various points along there there had been sales, and by fixing the ratio of one point to another and then establishing a value at some remote point in various directions which would then enable them to find the value at any one point, so it was purely a mathematical method. It was like computing the two sides of a triangle. There you have the preliminary process.

Now, he told them, "as you go along you will have revisions to make in these figures." As he made the figures he had a large map about ten feet long and as each district was determined the percentages were written on this map, and each person present wrote the same percentages on the small map which he had, and he told them to take that map home and bring it back with such corrections and additions as they thought necessary. During the meeting one man present spoke up and said, "This is all very fine, but when you come to pinning us down to sales you will have us digging our own graves." And that is true. That gentleman present pointed out that up on Powell Street there had been a sale of property at the rate of \$3,000 a front foot. It was unimproved property. Now you multiply that back to 5th and

Market by ten and you would get a frontage value of something like \$30,000 a front foot, which is nearly the value of property on Wall Street in New York City. They will have to correct those figures. But that method of arriving at the values and in fixing the values, you see, you can very easily determine the true values, because, if they do not meet at a given point there is something wrong with your percentage. When you get the correct percentage, you will be able to fix the same value at one point. Therefore, you have that point, and then by your system of percentage you can spread that value clear to the city limits.

Now, there will be what we call secondary high points, points out in the Mission or up on Fillmore Street. As you will understand, other secondary high points will be fixed and later on brought into harmonious relations with other parts of the city. That is the theory of the scientific appraisal of property, and sooner or later you will all have to come to it. This system can be adapted to rural as well as city property. You can take every county and make your evaluations on this basis, and what a singular thing it would be if we had the appraisal of the entire state of California made in such a way that you could measure one community with another and find out whether or not where the desirable sites were, where the desirable land was. What is the true worth in dollars and cents of your entire city or state? You do not know; you haven't any data to go to and establish the value of your own cities except by this system, as it has been applied in a dozen places in California and the result has been satisfactory. In Los Angeles it was done ten years ago. It has been done in Marysville, Stockton, Vallejo and the small cities like Monterey, Benicia, Sausalito and perhaps a few others, including all of the cities in Los



Angeles County. This work has been done in 40 or 50 municipalities in this state.

Now, the purpose, as I say, of this appraisal is to establish a just system of taxation. The assessment is the foundation of our system and if there is an error there that error is continued clear up until it reaches the pockets of citizens, until it reaches the treasury of the city, and the function of the government is to establish a just and equitable taxation of property, and the proper assessment of property is the vital element in the system of taxation. The government has the power to take wealth out of the pockets of its citizens and that power should be exercised with fairness with every possible attribute of equity and justice, and in order to do that we have got to start at the foundation and see that your values are what they should be.

Not having prepared this talk, it is perhaps a little bit incomplete in some respects. If there are any points which I can touch on further, or if anybody has any question to ask, I would be glad to answer them.

MR. HILDRETH (Vallejo): I would like to ask you what the total cost is to San Francisco in making the reappraisal of that city.

MR. MASON (San Francisco): We estimate that to appraise the land this year will cost \$50,000. We have made a budget of our expenditures and I think we can do it for that without any further appropriation. To make the estimate or evaluation of the buildings and improvements may require a little more than that next year.

MR. HILDRETH (Vallejo): I would like to say for the benefit of the other members of the League that we also had just such a thing done and it cost \$1,680 to put my appraisal out of commission entirely. But I took his ap-

praisal value as he laid it down on his books and I cut it 100%. He had his values all out of shape, and I want to assure you it was necessary for me after having used it once to throw it out entirely. That is my appreciation of Mr. Stafford and his work.

MR. MASON (San Francisco): I did not mention any names, Ladies and Gentlemen. I have heard the tale of Vallejo and I understand it presents two aspects, although I am not familiar enough with it to discuss it. I do, or I think I do, know the view of the Mayor, who, I think, takes a very different view of it than the assessor.

MR. BOGART (Lindsay): Mr. Mason, would you mind giving your basis for arriving at the values of improvements and other things, that is, stocks of merchandise and the like?

MR. MASON (San Francisco): Well, I ought to continue this a little further along this line to show the method of arriving at individual lot values. I left that incomplete. I will answer your question in just a minute, if I can. But, understand, the next meeting of our citizens committee will have for its purpose the establishing of unit values; a unit is necessary in order to measure anything. It is the yardstick for measuring the entire value. A unit consists of one front foot. Whatever the frontage is it can be reduced to the value of that unit. When you have established unit values on your four frontages you can get the total value of your entire area, and then to spread that total area or block value into subdivisions, you are guided entirely by mathematical tables. It is purely a method of mathematical calculation of the different frontages having a relative value. The most valuable part of a lot is in the front and then it shades back according to the depth. Therefore it becomes a question of value establishing tables the same as the mortality table,

and all those things work out automatically. After establishing the unit values—which unit values are determined by consensus of opinion, of the public opinion, and are gotten at or arrived at through the medium of these public meetings. An assessor can go around and by interviewing a number of people get perhaps what appears to be a fair value, but he has to arrive at that by a process of average. In the other way where they are all in the same pot, each expressing his opinion, which is subject to criticism and modification by the others present, one person dealing not only with his own property but the property of all his neighbors, you get what is called the consensus of opinion of the value rather than an average value. It is quite a different process. Quite a different result may be arrived at by the two different methods. That has been recognized, as I say, by quite a large number of cities—Cleveland, New York, Milwaukee, and Philadelphia. Some of their details may vary a little, but the same principle obtains.

Now, in regard to the appraisal of buildings, you will understand that my connection with this work has only been for the last thirty days, so I cannot tell you the details in regard to ascertaining the value of buildings, except this, that it is based upon cost of reproduction less depreciation for age and condition, and each type of structure, every structure, is measured; its type of construction is determined and then certain cost factors enter into it, which cost factors are the result of actual experience, and those that are in that line of work will be asked to be present at these public meetings and give their opinions, which will be discussed pro and con, getting, as I said before, a consensus of opinion, and the values will be determined from that. That will be quite a separate thing from establishing land values and requires a

different method of handling. I do not understand that scientific appraisal applies to personal property at all. I do not believe that can be exercised through the medium of public meetings or by any consensus of public opinion. That is purely a private matter between the taxpayer and the assessor.

MR. SUNDERLAND (Fresno): I would like to ask Mr. Mason, after this committee has gotten through with all this work and is ready to report on the city as a whole, is it then the scheme that the assessor will make the assessed valuation in accordance with that report? How is that going to be handled?

MR. MASON (San Francisco): At present that is a little uncertain. At any rate we feel confident, however, that with the press of public opinion sustaining these valuations that, for his own purposes, he would most readily and gladly accept those values. But this information is available for the board of equalization so that if the assessor does not think the values are right it will then be within the province of the board of equalization to make the assessment conform to these figures.

MR. DEMOTT (Glendora): How do they plan on continuing these valuations through future years? That is, as the property increases in value, how are they going to raise the evaluation to keep abreast with the increase in value?

MR. MASON (San Francisco): The idea is that will be done through the cooperation of the assessor's office and the public, through the medium of these public meetings. If not, there will be trained men, or men specially trained in all the formulas and rules and tables will be left in the custody of the assessor to continue that on. In that way he can very readily keep the same system up to date. I think there is somebody here from Los Angeles who has been connected with that work and perhaps they

could tell us about that, where it has been kept up to date.

MR. CARROLL (Alhambra): I had the honor of sitting on one of the district boards in Alhambra. It was in 1916, I believe, and the plan laid out there was that the county assessor or the county authorities laid out the county in districts and then they took the residents of that district and a representative of the assessor's office and had a meeting with the Board to determine the values of the land in that district. They took into consideration the frontage, east or west frontage, and the people in that district were acquainted absolutely with conditions in that district and the lay of the land and all such as that, and they took into consideration the way the land lay as to what the valuation would be for the frontage and so on. They also took into consideration the sub-division property on the same basis and made a study of it, also the acreage. That valuation as set by these boards—I will not say as to the other boards of the county, but I know in our district, the valuation as set has stayed as the basis, for a certain purpose, from that time to this in the county. The valuation set on different lands, for instance, in the subdivision districts, has stayed. The valuation set on the acreage was changed. At that time the county had a valuation on acreage around sub-divided property of \$300 an acre. We set the valuation at \$1,300 per acre, and that has stayed, and it has been agreed to be the best. Our experience there served a wonderful purpose.

MR. GLASS (Fresno): I want to add a word of endorsement to the work you are doing. The advantages of a uniform system of evaluation are so apparent that it is surprising to me that we have not had that work inaugurated heretofore. We are working under this disadvantage in Fresno, and no doubt Mayor Sunder-

land had it in mind when he brought about the question of having various tables published giving the tax rate for the various cities in California, so that any purchaser of real estate will be able to read the rate. In that case he will see that Fresno has a high rate. As a matter of fact Fresno has a low rate when you take into consideration the extremely low valuation of the property, and because of this it works against us in making this comparison. But for the information of any prospective purchaser it should be possible for a purchaser to consult tables such as I speak of and ascertain everything he wants to know, or ought to know, about the tax rate and the valuation for tax purposes. But under the present idea, as I see it, he would simply see that the rate of tax in one city is \$1.50, in another city it is \$1.75, and another city having still a higher rate. That sort of a comparison is of no value to the purchaser. In order to ascertain what the comparison is, now, he must enter into another computation. He must see the assessment rating in one city is at the rate of 75c on the dollar and in another city it is 50c on the dollar. In Fresno it is between thirty and forty cents on the dollar, and so on. In order to ascertain the actual rating he must make all those computations. It would therefore be exceedingly advantageous to have a uniform system such as you are working on, and I simply want to commend you on the work you are doing. I would just like to add this, to make myself clear. When you come to ascertain what the relation is between true value and assessed value, whether it is on the basis of 30%, 40% or 50%, you have no official record of that fact. Nobody knows what the proportion of real value is to the assessed value, because there is no record of the true value. Therefore, you never can make certain that your comparisons are correct or



not; you haven't any yardstick, as Mr. Mason says, or unit of measurement to make comparison between one city and another or between any part of a city to another to find out which city, or which part of a city, is over taxed or under taxed, nor have you any way of measuring which city is being extravagantly conducted or which city is being economically conducted.

MR. MASON (San Francisco): That's it exactly. You have got to establish a unit of measurement, as I say, and you can only do that through the unit system.

MR. BUCHANAN (Coalinga): I am very much interested in this case. We have in Coalinga a very concrete example of it. I am the city clerk and the city assessor. We have two methods, or rather, two persons assessing the valuation of Coalinga. I do it for the municipality and the county has an assessor. Well, we never agree. Our difference of valuation of this year was \$700,000 on a little municipality of about 3,000 people. I don't know how to regulate that; but you know it is said that all men might be liars—and they certainly are when it comes to assessing. About 99% of them are and the other one per cent refuse to be liars. They don't know anything about assessing. That is why it has been a very perplexing thing for me, during my six years of office, to know what evaluation unit to take in making the assessment to agree with the county assessor. A fellow comes to me and says, "How do you get this way? My assessment value here on this property by you is so much. The county is 50% less than yours. How about it?" The only reason I can tell him is, "that the county and I do not agree on the valuation and I cannot accept your lot at that figure." I don't know what else I can tell him, and I tell him "that is the valuation as we think it should be."

MR. MASON (San Francisco): But

you get them together all in one bunch and they will pick out the liars themselves.

MR. BUCHANAN (Coalinga): Yes, well, of course in a small city you can call a man a liar and smile and they take it all in good faith. I tell them "it is up to the board of arbitration, and you should take your case to them if you really think we are robbing you," but they will not do it. What I would like to know is, how are we going to determine a unit of evaluation in our municipality? What are we going to take as the basis of our unit?

MR. MASON (San Francisco): You understand, of course, that all land values are relative; that a piece of land has a relation to its adjoining piece, and therefore there is a complete relationship. You can establish that through the medium of unit values, and you must set your high value first and all values will shade off from that. Then, after you have established your values at different points through the medium of the analysis of sales, why, then you establish a system of percentage which will enable you to carry it out to the last point. Now, understand me. Take your high value first, say, at 100%, then establish your relative percentage values away from that. Then by analyzing sales you establish your true values at different points, and then through your system of percentage or relative values you establish the true value at any given point. The main thing is to see that your relative percentage is right.

MR. BUCHANAN (Coalinga): Yes, I am glad you mentioned sales. I assessed a fellow's property somewhere on one of the main streets for about \$30,000, building and all, and he said, "Why, Buchanan, I will sell you that damned place for \$20,000." What are you going to do about that?

MR. MASON (San Francisco): But, as a matter of fact, sales are not exclusive

evidence of value. It depends on the nature of the sale. The rule for establishing value is this: That it is the price paid by one man who does not have to buy to one who does not have to sell. That is the axiom governing the establishing of values. That is the accepted axiom.

MR. BUCHANAN (Coalinga): It depends on how much he needs the money.

MR. MASON (San Francisco): That would be a forced sale, and is not the basis of true value.

MR. BUCHANAN (Coalinga): I am speaking of the basis for taxation purposes. What is the basis in money? That is what I am talking about.

MR. MASON (San Francisco): And I was speaking of ascertaining the true value as a basis for taxation also, if you understood me correctly.

MR. BUCHANAN (Coalinga): I think I did. Thank you. They never ask me why my rate is higher or why the rate is lower. They ask me "How much money do I pay in comparison with the county tax?"

MR. FERGUSON (Turlock): I am interested in this, because in our city we have a system whereby we take the county tax values and then if that doesn't raise money enough we then adjust our real estate values, but the valuation of the improvements up to the present time we haven't had to touch, but we do adjust the real estate values to raise the money that is allowed under the state law which says that in cities of the 6th class you cannot go above 100 cents on the dollar for your general fund. So that if the county valuation is not high enough to raise the required amount of money, we simply add a quarter or double the valuation of our county assessment and we have no kicks coming at all. It regulates itself, and when you explain it to your property owner he is satisfied, because he knows, they all

know, the city must realize so much money for its conduct and you cannot get along without it. You have to do that. It is just a matter of relative value—that is all. You have got to have so much money anyhow when you make up a budget and work on a budget system. That is how we regulate our tax rate.

MR. GIERLICH (Monrovia): Several years ago the city council of Monrovia attempted to balance up the values on property; and I think that is the greatest problem cities are up against. We have a small community covering about five square miles. The city engineer was asked to place values upon property in Monrovia and they already had the assessed value on each lot; and in that way the board of trustees were able to make a comparison of relative values much easier than by going to the assessment books. They called in several men who knew values and then they adjusted the values accordingly, and it was very easy to show on the map what the valuation was on one tract as compared with another. There were quite a lot of discrepancies and certain changes had to be made. And each year you will find your percentage will change on account of certain conditions, for instance, if a boulevard goes through a certain district it will change the percentage in that particular district; so each year we re-arrange our map and try to balance up our values, and we have found it to work fine.

MR. FERGUSON (Turlock): Mr. Chairman, another point right along there is in regard to pavement. Mr. Mason of San Francisco laid down the rule for picking out the high point. That is what we did in Turlock; we selected four high points along the main traveled highway and as you go away from that you graduate your values accordingly. Of course, this can be done in small towns

and cities of three, four or five thousand people. It is not much work to do that in conjunction with the county assessor you can do that: simply graduate your values from the high points all along the line. But the other element is this: as your city improves you introduce pavement. That is considered as an investment. This gentleman (Mr. Gierlich) says you can go over your map and your assessment values and readjust those values. As regards pavement that has gone in, of course, that makes a little trouble. People will come in and ask you "Why did you raise the assessment on my property?" You explain that they have a paved street and the property has a greater value and that consequently the assessment was raised to meet that.

MR. MASON (San Francisco): Mr. Chairman, may I add this: When we get all this work done in San Francisco we will have a permanent record of the true value or an approximate or equitable value of the entire city. That will be reduced down to a computation sheet for each particular lot. There will be the lot and block number, there will be the size of the lot, there will be the method by which the value has been computed, and that will be exhibited to every property owner. Besides that there will be copies of the district maps printed and for public issue containing the unit foot values in every block and on that same sheet will be the table of proper percentages so that any property owner can take that and figure his own assessment and his neighbor's assessment, and the next block too, if he wants to, and compare it with any other section of the city and ascertain for himself whether or not he has been over or under assessed.

And in this connection, in San Mateo, where this was done, Mr. Weissgerber, City Manager, tells me—and if he is present he can corroborate this—he says, "after the first year after we had made

this appraisal there were three or four or five complaints which were justified largely in connection with buildings where the owners had been absent at the time of drawing up the appraisal. The next year we didn't have a single complaint."

MR. WRIGHT (Presiding): I think we will have to bring this discussion to a close. It is near the closing hour. There was a request made this morning—I am not sure whether it was a motion or not—that the matter of selecting the next meeting place for the Convention be taken up. Now the health section has not been notified of that motion, and I don't believe it would be fair to all departments who have not had notice of that. There are some that want the next meeting place to be decided on this morning. What do you think about that, Mr. Mason?

MR. MASON (San Francisco): I believe it should go over until the next general session.

MR. HOLCOMB (San Bernardino): Inasmuch as the city managers have now adjourned and inasmuch as the matter you have spoken of, the matter of the selection of the next meeting place of the convention might result in a long drawn out argument, I therefore move we adjourn at this time.

MR. BECK (Long Beach): It seems to me, Mr. Chairman, it is important that we take up the matter of the next meeting place. Can we decide on that, when it will be taken up?

MR. WRIGHT (Presiding): The next joint session of the entire body will be held on Thursday morning, I believe. I was hoping Mr. Locke would get back so we could determine that definitely. I have been put to a disadvantage by being put in the chair on an emergency, and I am not sure whether there has been any change made in the program.



MR. HOLCOMB (San Bernardino): Mr. Chairman, there is a motion for adjournment before the house at this time.

(The motion was seconded, voted upon and unanimously carried. Thereupon the meeting adjourned until 1:30 p. m.)

## DISCUSSION

Following the Address on Traffic Problems at the Last Meeting of the League.

Captain Murphy has the same problem we have in Los Angeles. People come into our city from every part of this state. They are constantly in trouble because they do not know what the regulations are. Our citizens go to your cities and get into the same difficulty. We don't like to have our people causing you trouble, and you don't like to have your people get into trouble with us. I would much rather have those citizens when they come into the station, to come with a fairly friendly feeling and we can then explain the matter in such a way that there will be friendly feeling on all sides. We want to create a friendly feeling favorable to everybody; not a feeling that we are trying to make trouble for them, although the fault is not entirely with the traffic officer. Some people will put up bail without making any attempt to come back and have a hearing. Naturally, bad feeling is the result. As a result that feeling has been crystallized, that sentiment has been crystallized throughout the state, and it is wrong. There should be a more friendly feeling between the traffic officers and the motoring public. And so this meeting in San Francisco was the result.

In addition I want to urge every municipality in the state to send representatives to Fresno when we have our meeting there in November—representatives from your legislative bodies, and from the law enforcement officers to work out this in detail so that we can go into the details of traffic regulations. It is quite a lengthy study and there is much

to be said on the subject. I think we can benefit in other ways. We will have an opportunity to find out what criticism there is on our Los Angeles method of handling traffic and we of Los Angeles will also be able to tell you what we hear from our citizens regarding other cities. I know of no organization that can give more support and go further, or throw more force behind this proposition than this body and I ask you to give it your fullest support. (Applause.)

MR. NUZUM (Alhambra): I just wanted to inquire if any of the municipalities represented here have adopted a rule of having a little courteous card whereby the traffic officers can present it or put a tag on the machine whereby some stranger passing through the city who has violated some minor traffic rule couldn't be advised of that in a courteous way. Now, we have been talking that over in Alhambra, but we haven't fully decided to adopt it and someone might give us a little more information on that.

CAPTAIN MURPHY (Fresno): In Fresno we have two slips, one is a white slip warning them to appear at the station or in court, and the other is a pink slip. When an officer goes to tag a car, the first thing he looks for is the registration. If it is a local man he gets a white ticket. We feel there is no necessity for our own people not knowing the traffic laws, but anyone outside of Fresno and outside of the immediate towns just around Fresno, we give them a pink slip, and on this pink slip it tells them in a nice way that they have violated a traffic rule and to call at

police headquarters and they will be given a pamphlet giving the traffic rules of the city, and we found that made us a world of friends; and when a stranger comes into town and you give him a pink slip he comes down and gets the pamphlet, and from there on your trouble is practically ended with that tourist. He will study the pamphlet and make every effort to comply with the rules. We will be glad to send these slips out to anybody that cares to have them.

MR. NUZUM (Alhambra): Mr. Chairman and Captain Murphy, I would be very glad to have a copy of the rules as well as a copy of the proposed uniform traffic regulations and also a copy of the slips which you send out.

MR. BARZELLOTTI (Presiding): Are there any other questions?

MR. UNDERHILL (Glendora): I would like to ask either the previous speaker or anybody else who may be familiar with the proposed traffic regulations, whether or not traffic rules as originated and circulated by the Automobile Club of Southern California conform strictly to the Association Rules. I ask this so we will have a little different opinion; so we will know what we are up against in case we attend that meeting. They have distributed printed copies of the traffic rules, presumably for standardization in California.

CAPTAIN MURPHY (Fresno): It is the same ordinance put out by a different organization. If it meets the approval of the League at the Fresno meeting it will be given final approval by that body but it is the same ordinance throughout the state, so that it contains the same language, same wording, and is the basis of what we will have to work on and I think it is opportune all the way through. It is not expected that all cities will have as stringent regulations as San Francisco or Los Angeles or perhaps some of the other cities. It isn't neces-

sary to have in the traffic rules of many of the smaller towns what San Francisco and Los Angeles have, or what we have, but it will be along the same general principles, and when the driver sees a warning sign in one city he knows he will see the same sign and know what it means throughout the state.

MR. STRINGHAM (Berkeley): The gentleman from Alhambra raised a question about a courtesy card or courtesy ticket, and I can tell you what we have done in Berkeley. There is a point of view that has not been raised and that is the point of view of the public.

A great many people do not know the traffic regulations. I believe in a uniform ordinance and I hope they will adopt it at the coming meeting in Fresno and I hope that all the municipalities in California will lend their support to such ordinance. But you know there are a great many people who do not know the provisions of the State Vehicle law and so they come before the courts. I know, too, that ignorance of the law is no excuse, but that does not satisfy. I had one man come to me and say: "You will have to take down your boulevard stop signs," and I asked him why and he said, "Well, my wife was insulted and paid \$2 fine to an officer and the officer insulted her. You will have to take them down." I was interested by his insistence and when I told him that those stop signs were put there for the safety of the public, for the safety of himself and his wife, he insisted that the sign would have to come down so I told him, "If you think those boulevard stop signs are going to be taken down you are mistaken; they are put there to stay," and I further explained the matter to him to his apparent satisfaction. I had Chief Vollmer investigate the matter and we found that the lady was arrested in Oakland and not in Berkeley and that the \$2 was not taken by violence.

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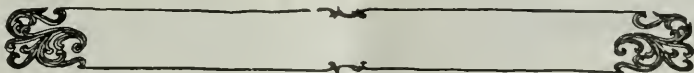


One of the greatest troubles in America is disrespect for the law. People don't care whether they obey the law or not or whether they obey traffic regulations even if you have a boulevard "stop." So we started a campaign in Berkeley; we called the citizens together at different meetings and these meetings were well attended. We called all the taxi drivers and wagon drivers, delivery wagon drivers, and we started a safety campaign and we had a parade. The Berkeley Business Men raised three or four hundred dollars for the campaign and while we still have people coming before our Justice Court, we have reduced the number of accidents by about 50 per cent. There were fifteen people killed in Berkeley in one year and the number was increasing to an alarming extent and that condition you will find is the same everywhere. It is terrible the number of people who are killed in automobile accidents. Now, passing an ordinance is not going to bring about the desired result. You have got to have public opinion behind it. You have got to have an educational campaign and that means the spending of money by the municipality and funded by private subscriptions. I am interested to see how this campaign in Berkeley is going to work out. And we formed what is called the Berkeley Courtesy Club and they have put that card on their cars and they have given much assistance to the city officials. Chief Vollmer is the head of that committee; and the members of this club report infractions of violations of the traffic regulations to the police headquarters. I don't know how the courts treat the matter. I think the offender is excused on his first offense and then for the second offense he is

fined \$2. I think our fines increased 25 per cent for each subsequent offense, but the number of people killed has been materially reduced, and, as you know, that has been effected in other cities as is shown by the record of Secretary Hoover in the Safety Campaign Committee. Forming committees don't do any good unless you have activity, and the support of the public behind that activity. I think the idea of courtesy to outside people is good, having two different cards.

It has been my experience when I was arrested and stopped in Turlock and in Sacramento for making a left turn and the officers have all been very courteous when I explained that I did not see the sign and when the officers explained to me I saw instantly that I should not have done what I did. The violation of the rule is not deliberate. It is due to negligence in 90 per cent of the cases—negligence or ignorance. The point I want to stress is this: "Education of the public." Our traffic laws are rather complicated, I believe, in California we have almost reached the saturation point in the number of automobiles. And what we need now is to find some means or better regulation of traffic so people will keep on the right side of the street, making proper turns and in the right direction and not take the risks which they ordinarily take.

We are not out to collect fines, but to save life and move traffic more expeditiously and make it possible for you to go to the country without being delayed an hour at this place and a half hour at another on account of some accident which has occurred.





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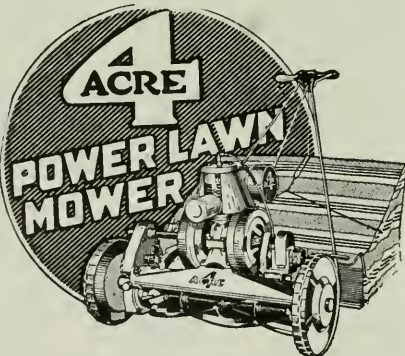
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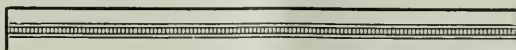
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# CITY PLANNING SECTION

Edited by HON. FRANK D. STRINGHAM.

Editor's Note.—Through an error last month's article entitled "Zoning in Berkeley" was credited to Emma M. Hann, whereas it was written by E. M. Haug, Secretary of the City Planning Commission of that city.

## Supply and Demand in Zoning

Everyone in any way connected with the administration of zoning is fully familiar with the prevalence of requests to zone property for business purposes because of the alleged enhancements of value that are assumed to result. It must be conceded that in the past there was a speculative value attached to properties so classified. It was inevitable, however, that after several years of such practices, values of property should definitely react to the economic results of the law of supply and demand. Heretofore, these facts have necessarily been based largely on theoretical deductions. Recently, however, through the medium of an intensive study of the City of Los Angeles over a period of five years of zoning experience accurate data has been secured that clearly reveals the futility of attempting to artificially create values by recourse to zoning.

To all students of Economics it is almost axiomatic that the basic value of property is but a reflection of its earning power. Earning power, in turn, is determined by buying power. Buying power, in its order, originates in density of population and per capita wealth. Those being the obvious foundations of property values, it is ridiculous to assume that the mere classification of property as "business" will in the end, sustain a value unless the density of population and per capita wealth accessible to the property is adequate.

In 1921 Los Angeles made the usual

use survey as an incident to the preparation of its present zoning ordinance. The customary studies of tendencies of growth as revealed by such survey were made and used as a guide in classifying the *direction* of business development. Little thought was given, however, to the question of the ratio between business areas and residential areas.

In 1926 it was found expedient to duplicate the use survey over the original urban section of Los Angeles. As a result, there is now available a comparative study through the medium of two surveys, separated by an interval of a five-year period. The facts revealed through these comparative surveys are most illuminating. The following tabulation contains a most valuable lesson:

	Unimproved Lots	Zone A Uses	Zone B Uses	Zone C Uses	Zones D & E Uses
1920-21 Period.....	50.5%	37.2%	5.2%	3.0%	4.1%
1925-6 Period.....	32.2%	45.6%	10.5%	5.6%	6.1%
ZONED.....		9.5%	59.3%	13.4%	17.8%

1. The horizontal column following "1920-21" indicates the actual occupancy of land at the time of the first survey.

2. The figures following "1925-6" show the actual occupancy of land during the current survey after a five-year interval.

3. The figures following "Zoned" show the percentage of property *available* under the existing zone maps.

4. Perpendicular columns indicate percentage of property actually devoted to the class of uses designated at head of column.

First, it will be noted that the reduction of unimproved lots reveals that of urban Los Angeles 18.3% was improved within

a short period of five years. This is an interesting fact and somewhat phenomenal, but of no particular importance.

The next classification is of considerable importance. It will be noted that 8.4% of the total urban city was newly devoted to single family residences, bringing the total now to over 45%. This use for single family residences probably constitutes one of the outstanding characteristics of Los Angeles and one of its greatest assets. It is disconcerting, therefore, to us in Los Angeles to discover that we protect this most valuable use of property only to the extent of setting aside under the zoning ordinance 9.5%.

Proceeding to the next classification, popularly called residential income and technically known as Zone "B," it is discovered that this type use approximately doubled in area during the five-year period. This type use we look upon as almost the typical housing condition in the East, from which people by the tens of thousands come, presumably because of the better opportunity of securing single family residences in California; and yet, under our zoning ordinance, it will be noted that we set aside for this distinctive eastern type use 59.3%. Roughly speaking, we have almost exactly reversed the zoning classifications as compared to the actual physical uses. It is also interesting to note in passing that of the total area in the city devoted to residential purposes, approximately 81% is devoted to single family dwellings. So far as figures are known to the writer, this places Los Angeles at the head of the list in single family residences among the leading cities in America.

It is when we come to the business classification, however, that the situation appears most serious. The 5.6% now devoted to that class use is not quite double what it was five years ago. If in the development of the remaining 32%

of the area of urban Los Angeles the same ratio of that area is devoted to business as has been the experience of the past, then the total maximum and ultimate percentage of the area that can ever be expected to be developed to and supported as business, could never exceed ten per cent. The actual mathematical ratio would be substantially less, but by allowing the ten per cent, ample provision is made for a substantial increase in density of population; and yet we have set aside over 13% without including the obviously intensive and extensive metropolitan center which is not included in the tabulation under zoned areas. By including this area, the writer estimates that the percentage set aside for business classification will approximate 20%, or fully twice the maximum area that can ever be supported.

The reason for speaking of these last figures as important is due to the fact that in dealing with business classification the line of demarcation is far more clearly defined than is the case between different types of residential classifications. In the latter, there can be an easy intermixture of the several uses, but between business and any kind of residential uses, the situation is well illustrated by the statement that oil and water do not mix. Without resorting to the more detailed and somewhat lengthy discussion of special studies that have been made in particular instances, they can be well summarized by saying that in all cases especially studied—and they are all comparable to the general rule—it is revealed that the business areas as set aside under the zoning are developed to but a small percentage of the total as compared to the development of the tributary residential areas or buying power areas. If, therefore, as an instance, the available business area of the district is developed 25%, and the supporting buying area is developed 75%, it means that the com-



munity must expect that the undeveloped 25% of buying area, when improved and populated, will result in the development and support of the remaining 75% of business area. *It is at this point that the law of supply and demand enters.* The effect of this unalterable natural law under these circumstances is that on property set aside as business beyond the ability of the community to ultimately support, assumes the character of being "frozen." This is due to the perfectly logical reasoning of the individual owner. Just a casual study will reveal the hazard of improving to business purposes when the market is so surfeited with that use, and an equally casual study will reveal the almost equal hazard of improving those same properties with other improvements that might be seriously damaged by the injection of some relatively obnoxious use that is very apt to occur so long as the property is classified for such commercial purposes. In short, it seems no exaggeration to state, as re-

vealed by actual experience in Los Angeles that when zoning for business purposes ignores any recognition of the law of supply and demand that the property so classified in excess of the community's ultimate demand is in reality damaged rather than benefited by a commercial classification.

That these conclusions are not purely theoretical is evidenced not alone by the actual studies that have been made, but is now being revealed with increasing frequency by the self-initiated moves on the part of property owners requesting that their heretofore "frozen" properties be "thawed" out by lending to it such protection as results from a reclassification into a zone use for which there is a demand and which, when so zoned, will have the protection of law with the consequent encouragement to immediate development.

GORDON WHITNALL,  
City Planning Director,  
Los Angeles.

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## WHAT OUR CITIES ARE DOING

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**Chula Vista** is now installing a complete sewer system. The main outfall and treatment plant being paid for under a straight bond issue; the laterals under the Improvement Act of 1911. The entire cost will approximate \$110,000.00. The treatment plant consists of the Imhoff Tank, built in units, and may be enlarged to any capacity desired.

The Planning Commission have completed their work of zoning the city, and the ordinance providing for zones and districts is now undergoing passage.

Last year we laid approximately five miles of sidewalks and curbs, and we are now laying about three miles.

Very truly yours,

C. S. TIMMONS,  
City Clerk.

**Coalinga**—The writer happens to be, for the present at least, city clerk and city engineer for our glorious oil city, "the pride of the desert" and he finds it difficult to keep the city in a respectable condition of repair and improvement on the funds allowed and allotted by law. He has, however, with the cooperation of the Board of Trustees shown an increase of almost \$10,000 in the treasurer's report during the 8 months of his supervision as city engineer, and the city is in better physical condition than before his term of office, the public declare. These are facts, not egotism nor self praise. He has plenty of the former and his modesty suppresses the latter.

Much money is spent in small cities on large projects that private capital would

croquet grounds, horseshoe courts and pavilion. This is the lot on which the City Hall is located and is being converted into a playground. The work is nearing completion.

Yours respectfully,

L. G. HERR,  
City Clerk.

**National City** has voted a Bond Issue of \$180,000.00 for street pavement.

There is an extensive program of street grading and sidewalk construction outlined and the City will put through work to the value of approximately \$300,000.00 during this year.

Preliminary surveys for a Sewer System for all unsewered portions of the City has also been ordered.

O. A. MULLEN,  
City Clerk.

**Rialto**—Two years and half ago the City of Rialto purchased the then Rialto Domestic Water Company with 425 water connections. Since the City has taken over the system we have added 42 new connections and changed the name to the Rialto Municipal Water Dept. This past fall the City voted an additional bond issue of \$50,000.00 for the extension of the water system which work will begin in a very few days, these extensions covering fifteen miles of new pipe lines in outlying territory of the City. Also this past fall the City voted a bond issue of \$25,000.00 for the extension of a City Hall, that the contract has just been signed for the erection thereof, and will be put on the corner of Riverside Avenue and Rialto Avenue on a frontage of 125 feet, of which the City will be justly proud of when finished. The City officials expect to be in their new home by June 1st of this year. In the past year three streets have been paved with asphalt concrete the full width and length and plans are under consideration for paving other streets.

Plans are in force and an election called

for the annexation of about 900 acres of territory to the City of Rialto which lies south, west and north of the present City limits.

With the wide awake Board of Trustees now in office, Rialto is up and coming in many respects and looks for a very bright future.

CELENA I. STEWART,  
City Clerk.

**San Bernardino**—Surveys, plans, and specifications have been completed for the new outfall sewers, intercepting sewers and sewage disposal plant. The plans provide for the taking care of an ultimate population of 110,000. Preliminary arrangements are now being made for a bond issue covering the work. Approximate cost of the project is \$850,000.

**San Jose** will continue its paving program in 1927. From 1921 to 1927 13,148,775 square feet of pavement was laid, consisting entirely of the so-called permanent pavements, to-wit, asphaltic concrete (city specifications), Warrenite, Durite, Topeka, and concrete. Assuming the average roadway width to be 41 feet, this gives a mileage of 60 miles for the six years, or an equal of 125 miles of highway, with average width of 20 feet.

Several annexation elections have been conducted in the last few years, the largest annexation to the city being the district known as College Park, Burbank and Sunol, extending from the old city limits to the City of Santa Clara. This district has in excess of 4,000 registered voters and population estimated at 11,000. There are several districts considering annexation to the city, these districts varying in population from 200 to 3,000, there being two districts having population of at least 3,000 each.

In the College Park, Burbank and Sunol district, which extends along The Alameda to the City of Santa Clara, a park site of ten acres, in close proximity to a





## New York

(DECEMBER 16, 1835)

The famous New York fire, commonly called the "Great Fire", occurred on the night of December 16, 1835.

At between 8 and 9 o'clock in the evening, fire was discovered in the store at No. 25 Merchant St., a narrow street leading from Pearl into Exchange St., near where the Post Office then was.

The flames spread rapidly and at 10 o'clock 40 of the most valuable dry goods stores in the city were either burned down or on fire.

The narrowness of Merchant St. and the gale which was blowing aided the spread of destruction. Passing from building to building, it leaped across the street and proceeded to spread for blocks.

The night was bitter cold and despite the most stringent efforts of the firemen the water froze in the hose, handicapping the men in their work. At one time 300 buildings were burning simultaneously.

When the fire was finally extinguished, 600 buildings had been destroyed at a loss of \$20,000,000. Among the most important ones being, the Merchants' Exchange, the Post Office, and the offices of several celebrated banking institutions.



## Great Fires of History

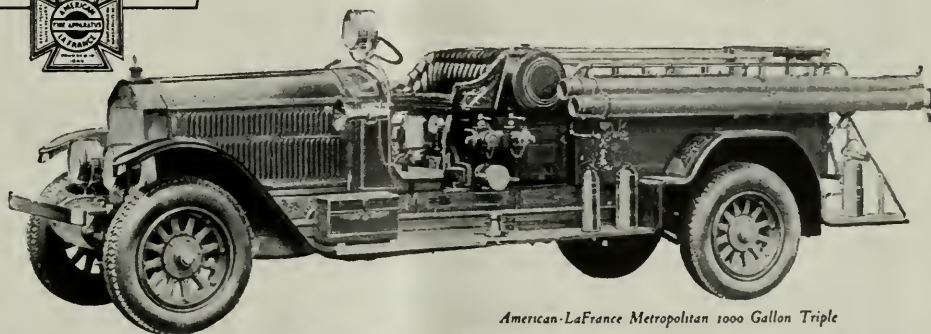
"The great fire" of 1835 while it represented tremendous loss to the City of New York did not deter its citizens from making it the largest City in the world, nor from building up a Fire Department second to none.

Two hundred and eighty-four pieces make up the American-LaFrance fleet in New York—by far the largest fleet of fire apparatus of one make owned by any American city. Several types of equipment are represented in this array, but two hundred and nine pumping engines, one of the most important of all fire fighting units, constitute the majority.

It is equally interesting and important to everybody interested in modern fire protection to know that New York has added to its American-LaFrance fleet not less than twenty units a year for the last seven years.

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grammar school under construction, has been purchased and consideration is being given to the erection of a fire house at a strategic position in this district. Plans and specifications for a storm water drainage system in this district are being prepared and it is anticipated that proceedings will be initiated in a month or so under the "Improvement Act of 1911." It is estimated that this drainage system will cost \$100,000.

An Austin-Western motor street sweeper was purchased and placed in operation on December 1, 1925. In a few weeks a recently acquired Elgin motor street sweeper will be in service.

Backesto Park, in the heart of the residential district, is being rapidly developed to keep abreast with the increasing patronage now given recreation facilities already provided.

The last bridge of a series of five provided in a bond issue is being completed. Electroliers, consisting of "San Jose Standard" (product of a local designer and approved by the City Planning Commission and City Council) and Westinghouse lighting unit, have been installed in the business district and are meeting with the approval of all critics.

Harland Bartholomew, city plan engineer, has completed his contract for a railroad transportation plan and major street plan. The City Council is now negotiating with the S. P. Co. in solving the Fourth Street railroad problem, consisting of a main line, on which the franchise expired in 1918, located close to the business district.

Building activity continues and an interesting comparison is for the four year period of 1919, 1920, 1921 and 1922 with permits in the value of \$6,074,349, and 1923, 1924, 1925 and 1926 with permits in the value of \$15,917,080.

The engineering staff is preparing plans and specifications for the second unit of the outfall sewer, which consists of an extension of the present system. The first unit consisted of a reconstruction of a portion of the old outfall sewer at a cost of approximately \$100,000. When the second unit is completed, the sewage disposal problem will have been solved for some years hence. It is anticipated that bids will be accepted for this improvement in July and the cost is estimated at \$110,000.

JOHN J. LYNCH, City Clerk.

(Continued on page 119)

Numerous amendments to our Street Laws are up before the Legislature at the present time. It is necessary to publish an enlarged and revised edition.

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"THE DAYS OF OLD, THE DAYS OF GOLD" are wrapped up in the History of Sacramento. This history of California is a part of Spanish tradition. The story of its settlement is one of faith in an unknown land.

In the Summer of 1769 an old man, bent, weak, emaciated, friendless and almost alone toiled over the hot blistering southern sands. He had neither wealth nor wares, simply a crucifix and faith—faith in himself and in the future of that glorious land dimly known as California.

Junipero Serra's faith was supreme—it founded San Diego, Monterey, Los Angeles, San Francisco and seventeen other centers of population, but of Sacramento Junipero Serra knew nothing, had heard nothing. For fifty-five years after he died it was still an unknown wilderness of wild animals and Indians. For sixty-three years ships had been trading at the Port of San Francisco, when in 1839 the genial Swiss Captain Sutter arrived there and asked for a guide up the Sacramento

River. There was none. No one had ever wanted to go there. Sutter's vision was broad, he looked far into the future. Full of faith, with the blasting echo of ridicule ringing in his ears, he set out in a row boat looking for the unknown haven. Eight days brought him to the mouth of the river. Two friendly Indians guided him to the American River. He landed there, close to the present site of Sacramento, August 12, 1839. With his three white companions and a few Kanakas he began at once the erection of an adobe house, roofed with tules. Indians were many and murderous. A protecting wall of adobe was erected around the house. Small cannons were mounted—Sutter's adobe became Sutter Fort. A few lessons with powder and ball, followed by generous, cordial treatment soon made lasting friends of the Red Men.

The immense land grant given Sutter by Governor Alvarado was rapidly put to use as grazing and wheat land. Soon Sutter's great progress turned his jeering critics into envious friends. He was successful, therefore, they flocked to his locality, and settled on his lands. He held no resentment. All were welcome.

There was room for everyone. His hospitality and geniality soon made Sutter Fort famous from coast to coast. Noted visitors to California made the slow, tedious trip up from San Francisco just to meet the Captain. General Fremont and Kit Carson came. They needed many horses and equipment. Sutter gave freely and without question.

The Russian Governor came down from Sitka. When he left he carried



**THE MARSHALL MONUMENT AT COLOMA**  
Where gold was first discovered in year 1848

\$35,000 in cash with him. Sutter had bought Fort Ross and the Bodego holdings of Russia. He was now rich. His was the greatest trading post in the West. It became crowded, so in 1844 the Captain started Sutterville, three miles below the Fort. Several houses were erected, including the first brick house in California. But the settlers persisted in staying nearer the Fort, for there was the gathering place for all.

Sutter alone employed several hundred men. Ceaseless labor, keen judgment and good will had, by 1847, made General Sutter practically independent of wealth. With 13,000 head of stock, a vast acreage of wheat running as high as 114 bushels to the acre, a mercantile business exceeding any other on the entire Pacific Coast, he had reached the pinnacle of wealth and fame.

Sawed lumber was scarce. Sutter sent

James W. Marshall scouting for a good mill location. On the South Fork of the American River (at Coloma) Marshall found ideal conditions. Water and timber were available, thousands of deer and antelope roamed the hills and wild game was abundant. Marshall arranged with Sutter for helpers. Logs were felled, cabins erected, the mill frame started and the mill race dug out.

**JANUARY 24th, 1848!** On that day occurred the event that startled the whole civilized world. Two hundred yards below the mill James W. Marshall picked up the first gold nugget. Untold wealth was in sight on their own land. Sutter and Marshall pooled their interest. They would work their holdings quietly and bank the output. But it was not a secret long. Exultantly rang the wild cry around the earth: "Gold has been discovered near Sutter Fort."





SACRAMENTO'S BUSINESS DISTRICT IN 1849

From all points they came, the rich, the poor, the saint and the sinner. But one thought pervaded the whole excited, irresponsible, gold-maddened mob. "Gold! Gold!! then back to home and the kiddies!" The gold under foot was spurned in the insane desire to reach richer fields. Over night, almost, Sutter's men deserted him. When from \$40.00 to \$1,800.00 could be washed out with a pan in a day, there was no attraction in \$40.00 per month as a ranch hand. They laughed in derision at Sutter, they stole his stock, his provisions, tools and wagons, destroyed his grain and pillaged everything accessible. His \$25,000 mill was a total loss to him, his grain remained unthreshed, the hides were left to rot in his tannery, even his mill stones were stolen.

In desperation Sutter yielded to the pleas of the few Indians remaining at the Fort, loaded up a few wagons with supplies and went to Mormon Island.

Crowded out there he went far inland to Sutter's Creek. The gamblers and grog shops followed close on his heels. His Indians became drunkards and did nothing. Sutter became disgusted and discouraged. The discovery of gold on his own property by his own man had pauperized the greatest promoter for its good that California had ever possessed. He retired to Hock Farm on the river, and later went East, where he died, a poor man.

From that time on Sacramento has made history for California in the development of the great inland empire consisting of 26,000,000 acres, of which seven million are adaptable to agriculture and of which Sacramento is the potential center. It also holds the important position of county seat of a world renowned county of its same name and has because of its geographical location and centrality become the Nation's most beautiful State Capital.



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(Continued from page 114)

**Sierra Madre**—The ordinance for calling an election for Bonds in the amount of \$24,000 for the erection of a City Hall and Fire Engine House in the City of Sierra Madre was passed on the first reading at the meeting of the Board held on Jan. 27th.

The ordinance will come up for the second reading and final passage at the next meeting of the Board (Feb. 10th). The date tentatively set for the election is March 15th, 1927.

The award of contract for the improvement of Sycamore Place and portions of Grand View Ave., Acacia Ave., Camillo Street, Alegria Ave., Canyon Ave., and Mountain Trail Avenue was made to Pearson & Dickerson of Riverside in the sum of \$20,981.41 at the last meeting of the Board on Jan. 27th.

At the same meeting a Resolution of Intention to order improvement of Adams Street and portions of Highland Avenue, Laurel Avenue and Grandview Avenue in this City was also passed.

Very truly yours,

L. DIETZ,  
City Clerk.

**Ukiah** intends to complete the sewer system this year and to repave the streets leading from the state highway into the city from the north and the south approaches.

A new concrete bridge has just been completed and opened for travel on the main street of the town—and which is a part of the state highway—the Redwood highway; this is a very handsome and substantial structure.

All of these improvements are being made out of a bond issue voted by the people of this city early in 1926.

Yours truly,

F. C. HANDY,  
City Clerk.



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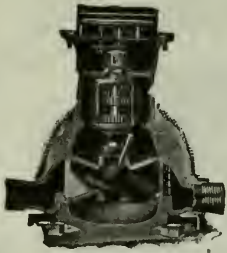
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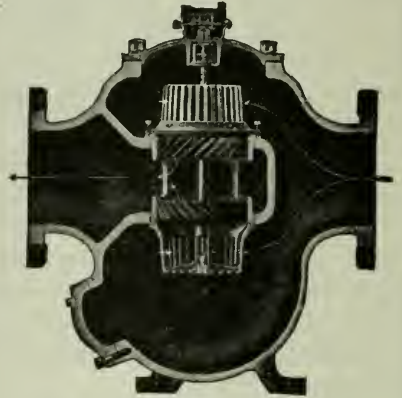
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Many cities have heretofore found it necessary to have these forms printed specially for their use, and, owing to the frequent changes in the street improvement laws, this printing has often caused a loss by reason of the change before the original supply could be used, necessitating a new form.

It is better to order for the current need rather than have obsolete and incorrect forms on hand, left over from a prior supply.

The following forms are carried in stock. You can get as few or as many as your need requires:

FORM

TITLE

S-134 Certificate of Sale of Real Estate, 1911 Act

S-135 Certificate of Sale of Real Estate, 1915 Act

S-136 Deed under Improvement Act of 1911

S-137 Deed under Improvement Act of 1915

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# Pacific Municipalities

**OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES**

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## A MONTH OF ACHIEVEMENT

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April, 1927, will long be remembered as a month in which great achievements were accomplished for the municipalities of California, the outstanding features of which, briefly speaking, are as follows:

First. The passage and approval of bills at Sacramento restoring the status of recorders' courts and providing that all fines and forfeitures imposed for infractions of state laws shall hereafter be paid into the city treasury instead of the county treasury.

Second. The passage and approval of a bill authorizing all the cities of the sixth class, by a majority vote of their electors, to adopt the city manager form of government. The enactment of this measure will undoubtedly result in a great many sixth class cities adopting this system of government. In such case California will take the lead away from Michigan, which state at the present time has more cities under the City Manager plan than any state in the union.

Third. The passage and approval of another bill authorizing cities or counties to adopt ordinances relating to building construction, plumbing or electrical wiring by simple reference to printed codes on file with the city clerk without the necessity of their republication.

Fourth. A decision by the district court of appeal holding that municipalities may establish set-back lines under the police power.

Besides the foregoing, there were quite a number of other measures enacted by the legislature of interest to municipalities but of less importance. A more detailed account of them will be given in the next issue. Unlike our experience of two years ago, practically all of the new legislation advocated by the league was passed by the legislature and approved by the governor. It is gratifying to know that the chief executive at Sacramento has confidence in the League of California Municipalities and is in sympathy with the progressive work in which we are engaged.

The following is a more detailed account of the principal legislative measures affecting municipalities:

### A. B. No. 6.

This was a bill introduced by Hon. A. E. Brock, member of the Assembly and former mayor of Redlands. The bill was designed to amend those sections of the Municipal Corporation Act which apply to cities of the fifth and sixth class, so as to change the name of "board of trustees" to "city council," "marshal" to "chief of police," and "recorder" to "city judge." The bill was passed on March 30th. It developed that the enactment of the bill into law would conflict with A. B. No. 589, which had also been introduced by Mr. Brock. A. B. No. 589 would amend section



852a of the Municipal Corporation Act so as to authorize cities of the sixth class, by a majority vote of the people, to adopt the city manager form of government, or thereafter abolish it by the same vote. As the approval of A. B. No. 589 was more important than A. B. No. 6, the Governor was obliged to veto A. B. No. 6 in order to remove any question as the validity of A. B. No. 589, and this was accordingly done and the veto sustained. Mr. Brock subsequently introduced another measure which will accomplish all of the objects that would have been attained by A. B. No. 6.

**A. B. No. 257**

(Introduced by Mr. Reindollar)  
and

**A. B. No. 318 and A. B. No. 319**

(Introduced by Mr. Crittenden)

These bills amend sections 1457, 1461 and 1570 of the Penal Code by providing that all fines and forfeitures imposed in a recorder's court of cities of the fifth and sixth class for infractions of a state law shall be paid into the city treasury instead of the county treasury. The bills were drawn and introduced at the request of the legislative committee of the league, on account of the decision handed down two years ago in the case of "Fresno County v. Shaw," (72 Cal. App. 356), wherein the district court of appeals held that the fines and forfeitures imposed by a city recorder for infractions of a state law should belong to the county and not the city. This means that hereafter the cities will have a legal right to retain for their own use all money received from fines imposed by city recorders.

**A. B. No. 1185**

(Introduced by Mr. Crittenden)

This was a bill introduced by Assemblyman Crittenden, who also happens to be city attorney for Tracy, which provides that all the fines heretofore collected by recorders in fifth and sixth class cities and not yet transmitted to the county treasurer may be retained by the cities. The bill has passed both houses and is now up to the Governor for signature.

**A. B. No. 443**

(Introduced by Mr. Brock)

This bill amends section 3 of the election law provided for cities of the fifth and sixth class by making it permissive instead of mandatory to consolidate election precincts. The bill has passed both houses and is now up to the Governor for signature.

**A. B. No. 505**

(Introduced by Mr. Keaton)

This bill amends sections 5 and 6 of the act of March 27, 1895, authorizing cities to have their taxes collected by the county officials. The main feature of the bill is the fact that it provides that the compensation payable to the county officials for the expense of collecting the city taxes shall be fixed by agreement instead of being determined by the supervisors as at present. The bill passed both houses and has been approved by the Governor.

**A. B. No. 507**

(Introduced by Mr. Keaton)

This bill would amend sections 4 and 7 of the act of June 6, 1913, which authorizes chartered cities to have their taxes collected by the county officials. It makes the

same provisions for chartered cities that A. B. No. 505 does for cities of the fifth and sixth class, by providing that the compensation payable to the county officials shall be fixed by agreement instead of being determined by the county officers. The bill passed both houses and was approved by the Governor April 13th.

**A. B. No. 589**

(Introduced by Mr. Brock)

This bill amends section 852 of the Municipal Corporation Act by providing that cities of the sixth class may by a majority vote of their electors adopt the city manager plan of government. It is also provided that they may abolish the plan by the same vote. The bill passed both houses and was approved by the Governor on April 11th.

**S. B. Nos. 70 and 71**

(Introduced by Senator Breed)

These bills amend section 4 of the act of 1923 relating to the disposition of public money in banks. There are two other bills pending at this writing—A. B. No. 449 and S. B. No. 696—which would substitute an entire new act for the measures adopted in 1923 and, in the opinion of the committee, would be far more desirable than amending the old act. However, the amendments made by Senator Breed are meritorious. The bills passed both houses and were signed by the Governor April 5th.

**S. B. No. 247**

(Introduced by Senator Swing)

This bill was introduced at the request of the league. It is an act authorizing cities or counties to adopt ordinances relating to building construction, plumbing or electric wiring by reference to printed codes which may be already in existence on such subjects. The bill passed both houses and was approved by the Governor April 20th.

**S. B. No. 304**

(Introduced by Senator Lyon)

This bill authorizes any municipality in the state, by ordinance, to appropriate annually money for publicity and advertising purposes not exceeding five cents on each \$100.00 of assessed valuation. The bill passed both houses and was approved by the Governor April 5th.

\* \* \* \* \*

The foregoing new laws are only the important measures of interest and importance to municipalities. They will undoubtedly prove of great benefit, and Governor Young and the legislature are entitled to the sincere thanks of the municipalities of the state for their cooperation with the league and its legislative committee. Special credit is due to Mr. Crittenden and Mr. Reindollar for their able assistance in behalf of the measures providing for the payment hereafter of fines and forfeitures into the treasuries of the municipalities instead of the county treasuries. Much credit is also due to Assemblyman A. E. Brock, who was instrumental in putting over a number of meritorious measures. His A. B. No. 449, which at this writing bids fair to become a law, provides a new act relating to the deposit of public money in banks. It has been very carefully drawn and has the good fortune to meet with the approval of the banking interests as well as the legislative committee of the league. In form the bill is very similar to S. B. No. 696, introduced by Senator Chamberlin. It is quite

likely that both bills will be passed and one or the other be approved by the Governor. One of the most important measures adopted at the session is that which will enable all the small cities of the state to adopt the city manager plan of government upon the submission of an initiative ordinance to the people. When thus accomplished it can only be repealed by a vote of the people. It is a big achievement for the cities in California and undoubtedly means much for their future progress and prosperity.

## A MOMENTOUS DECISION

On April 5, 1927, the district court of appeal of the second appellate district, by a majority of the court, rendered a decision in the case of "John M. Thille, Plaintiff and Respondent, v. Board of Public Works of the City of Los Angeles, Defendants and Appellants," which is of outstanding importance to our municipalities not only in the State of California but throughout the union. For the first time in the history of the country the high court of one of the principal states in the union has upheld the validity of a city ordinance which provides for the establishment of set-back lines under the police power. The case was heard on an appeal of the defendants from a judgment of the superior court of Los Angeles County, in an action for a writ of mandate concerning issuance of a permit to erect a garage. The decision reversed the judgment of the superior court. The appellants, Board of Public Works, were represented by Hon. Jess E. Stephens, City Attorney of Los Angeles, Lucius P. Green, Assistant City Attorney and Chas. B. MacCoy, Deputy City Attorney. A brief in amici curiae was filed by Wm. J. Locke, City Attorney of Alameda; J. Leslie Johnson, City Attorney of Stockton; Archer Bowden, City Attorney of San Jose; S. J. Higgins, City Attorney of San Diego; Leon E. Gray, City Attorney of Oakland; Robert L. Shinn, City Attorney of Sacramento; John J. O'Toole, City Attorney of San Francisco; Loren E. Butts, City Attorney of Fresno and Earl J. Sinclair, City Attorney of Berkeley, at the request of the League of California Municipalities. The respondent was represented by Attorney Vernon M. Brydolf. The brief filed in amici curiae was addressed largely to questions of fact as well as questions of law, and much of the argument presented will no doubt be of great interest to our readers. It may have contributed to some extent in influencing the decision of the court. The brief in part reads as follows:

### BRIEF OF AMICI CURIAE

This case hinges on the following question, to-wit:

#### **Can a Municipality Establish a Set-back or Building Line Under the Police Power?**

Twelve years ago the courts would have viewed this question with skepticism to say the least. Today it will be regarded seriously and, we hope, with favorable consideration for our views. A great many things have happened in the past dozen years to bring about a broader application of the police power in its relation to our manner of living and the association of people in community life. Twelve years ago zoning ordinances were unknown, and the city planning movement in the United States had not yet been started. Today every large city in the country has its zone ordinance regulating the use of property, height of buildings and required open spaces for the admission of light and air.



What is it that has caused the demand for this kind of municipal legislation, which may be said to have revolutionized some of our former ideas regarding the rights of private property? Undoubtedly many things have contributed to bring about this change of views or new thought on the subject. One thing for instance has been the rapid advance in the matter of public health, and the realization that fresh air is as essential to the maintenance of good health as fresh water or fresh food. Then again is the demand for better fire protection, and the necessity of solving many problems raised by the introduction and universal use of the automobile.

Not many years ago it was our wont to emphasize the position of independence occupied by the owner of private property. "Every man's house was his castle" and this, of course, included his lot. In those days the owner could do with it pretty much as he pleased. There were but few regulations to interfere with his plans. There was nothing at all regarding the matter of light and air, and he might cover the entire area of his lot with a building should he so desire.

### Sunlight and Fresh Air

Then came our housing legislation establishing regulations for the size of rooms and windows, and height of ceiling, and requiring, among other things, that certain yard areas be left on the sides and rear of buildings designed for dwelling purposes, in order that the people who were to occupy them might be assured of getting that amount of fresh air and sunlight which is essential to health and happiness. Housing legislation, like all other advance movements, was attacked by those who shut their eyes to the progress of events and insisted upon applying old rules to new conditions.

About the same time the discovery of the germ theory of the transmission of disease was announced, and it was shown conclusively that the question of public health largely depended upon the health of the individual. It is not at all unlikely that the great white plague which destroyed so many of our country's youth a few years ago has been stamped out largely as a result of our housing legislation, especially those provisions which require yard areas to be left on the sides and rear of dwellings, so as to let in God's sunlight and fresh air, the implacable enemies of this insidious disease. Besides tuberculosis, there was the "rickets," a disease formerly common among children. It was due solely to the lack of sunshine and fresh air. The eradication of these two diseases will forever stand as silent testimonials to the wisdom and foresight of our courts in upholding this kind of legislation.

Many of the arguments offered in behalf of housing legislation may be urged with equal force in behalf of set-back lines. For illustration, let us assume a typical case. A certain person whom we will call "A" buys a lot in a new residential tract and builds his home in the form of a one-story bungalow. The lot being a deep one, he sets his house back thirty feet from the street. Some time afterwards the purchasers of the lots on either side each erect two-story dwellings and set them back only ten feet from the street, thereby leaving A's bungalow twenty feet farther back in a pocket or recess. The dwellings of A's neighbors will be bathed in sunshine many hours before it reaches A's dwelling. Is this fair? Is it right? Is it good public policy? Does not the cause of better public health demand that such unfair practices cease, and the matter be subjected to reasonable regulation by disinterested authorities?

Besides being deprived of sunlight "A" and his family are likewise deprived of their just share of fresh air. This is no small matter, especially in a warm climate.

when the weather is sultry and lack of air is oppressive and stifling. The dwellings of "A's" neighbors, being set out twenty feet beyond his house on either side, are in a position to catch every passing breeze whereas "A" and his family must suffer from the oppression and heat. Fresh air as well as sunshine is not only essential to the maintenance of good health, but it is especially important in time of sickness. The courts have indicated repeatedly that municipal legislation may go farther in the cause of public health than for anything else. Surely the right of private property does not go to the extent of holding that one owner shall be entitled to thus jeopardize, if not injure, the health of his neighbor, let alone depriving him and his family of the comforts of life to which he is just as much entitled.

But not only is "A" and his family deprived of their right to God's sunshine and fresh air. They are subjected besides to an actual financial loss, for who will want to buy a home set back twenty feet in a recess? Will it not be conceded that in such a situation "A's" property would be greatly depreciated in value and result in causing him actual financial loss or damage for which there is no remedy or relief provided by law.

Furthermore, it can be truthfully said that the establishment of a set-back or building line is greatly desired by a vast majority of the people. This is evidenced by the fact that it has become the practice of owners of new tracts or subdivisions of land to provide for a set-back line in the deed or instrument of transfer. Besides this, many cities, including a number in California, have for a long time had set-back provisions in their zone ordinances despite the fact that such legislation has not yet received the sanction of the courts. The great majority of people uphold the set-back line because it means equal protection to all residents and property owners and gives assurance that each will receive a just share of light and air, besides assuring each property owner that he will not be subject to the danger of having his house set back in a pocket, thereby causing him financial loss for which at present there is no chance of redress or relief.

#### **Reduces the Danger of Vehicular Collision**

Another argument that may be advanced in support of the set-back line is the fact that it will reduce the danger of vehicular collision at street intersections, an argument that can be urged with much greater force today than it could before the advent of the automobile. Twenty years ago if a person were to drive a horse and buggy through the streets of a city at the rate of ten miles an hour he would have been arrested and put in jail. Today, notwithstanding the fact that the streets of our cities are far more congested than ever before, a person is allowed by law to operate a motor vehicle through a residential district at twenty miles an hour, and he is seldom molested if the rate is as high as twenty-five miles.

Under these conditions, it is of the utmost importance that the operator of a motor vehicle have the widest possible range of vision at all street intersections. Statistics show that more than ninety per cent of motor vehicle accidents on city streets occur at street intersections.

Therefore, the cause of public safety demands that some provision be made for protection of pedestrians, and particularly children crossing the street, and this can best be done, at least so far as residential districts are concerned, by the establishment of a set-back line. If a building on the corner in a residential district is built right up to the line on both streets (and many apartment houses are so built),

it is impossible for the driver of a motor vehicle approaching such a corner to see another vehicle coming at right angles on the cross street until he is right on top of the intersection. Now then, suppose there was a twenty-five foot set-back line at such a corner. In that case the driver's range of vision would be widened three-fold and the danger of vehicular collision thereby avoided. By way of more detailed illustration, let us assume the case of a motor vehicle on an eighty-foot street approaching the intersection of another eighty-foot street. At a distance of twenty-five feet from the line of the intersecting street the driver's range of vision would be only forty feet back on the intersecting street in case there was a building right on the corner hiding his view, whereas his range of vision would be approximately 120 feet back on the intersecting street if the corner building was set back twenty-five feet.

Nor is the danger of collision at street intersections the only danger which would be reduced by the establishment of set-back lines. There is the danger involved in backing out on private driveways where buildings, fences or other structures have been set out right on the street line. Under such conditions it is impossible for the operator of the vehicle to see passing pedestrians, nor is it possible for pedestrians to see the operator until the vehicle is right on top of them, and the operator is forced to depend entirely on his horn which throws the sound in the opposite direction.

If buildings, fences or other structures were set back on the lot, the operator would have an unobstructed view of the sidewalk up and down the street while, at the same time, pedestrians would be able to see the approaching vehicle and keep out of the way.

Thus it can be readily seen that public safety demands the establishment of set-back lines at least so far as residential districts are concerned, not only because it would reduce the danger of collisions at street intersections, but also the danger in backing out from private driveways. And while it is true that to some extent the same arguments for a set-back line would apply to business districts as well as residential districts, the great amount of vehicular congestion found today in the business districts of our cities, serves as an automatic regulator of speed and makes it practically impossible for the driver to go beyond a certain speed anyhow. Besides it is the practice in all large cities to regulate the traffic at congested intersections by special officers or signaling devices directing the traffic first on one street and then on the other.

#### **Set-back Lines Would Reduce the Fire Hazard**

Another and more important argument in support of set-back lines is the fact that their establishment would greatly reduce the fire hazard, especially the danger of conflagration.

San Francisco has had three great conflagrations in its history, the last and largest being that which followed the earthquake in April, 1906. In that connection it is a most important and significant fact that the only thing that stopped the conflagration was the existence of two extra wide streets, to wit, Van Ness Avenue in the northern part of the city and Dolores Street in the southern part of the city. The efforts of all the firemen, soldiers and volunteer civilians, were unable to check the progress of the flames, and were it not for the existence of the two wide streets aforementioned, undoubtedly the entire city would have been totally destroyed. .

This historical incident presents one of the strongest arguments in support of the establishment of set-back lines, and is conclusive of the reasonableness of this kind of municipal legislation. An eighty-foot street with set-back lines of twenty feet on





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either side will make a fire gap of the same width as Van Ness Avenue in San Francisco, and present the greatest possible safeguard against conflagration.

Many of our great cities have suffered severely from conflagrations. Boston, Baltimore, Chicago, Berkeley, San Francisco and other large centers of population have at various times in the past been partially destroyed from this dangerous element of destruction.

The greatest protection against a conflagration is a wide gap between lines of buildings across which it is impossible for the flames to jump.

#### **Police Power and Not Eminent Domain**

It will undoubtedly be conceded that if public health, safety or welfare is involved, the matter of establishing set-back lines should be subject to regulation under the police power, whereas if public convenience alone were involved the establishment of a set-back line would amount to the taking of private property for public use, in which case compensation provided for the property taken.

It is more than likely that in the great majority of cases set-back lines would be established for public health, or safety, **wherefore it would involve a regulation of property and not a taking of property.**

"In the exercise of the police power, a large discretion is necessarily vested in the legislature to determine not only what the interests of the public require, but also what measures are necessary for the protection of such interests. It is therefore settled that the decision of the legislative body as to the necessity or reasonableness of a given regulation is conclusive unless the court can see, in the light of facts properly brought to its knowledge, that such regulation has no just relation to the object which it purports to carry out, and no reasonable tendency to preserve or protect the public safety, health, comfort or morals."

5 Cal. Jur., page 711.

"The power of the courts to declare invalid police regulations which they deem unreasonable, \* \* \* must from the very nature of the power be exercised with the utmost caution, and only when it is clear that the ordinance or law so declared void passes entirely beyond the limits which bound the police power, and infringes on rights secured by the fundamental law. \* \* \* Every intendment is to be made in favor of the lawfulness of the exercise of legislative power making regulations to promote the public health and safety."

5 Cal. Jur., page 714.

"When the limitation is not so manifestly unreasonable and unnecessary for the promotion and preservation of the public health and public welfare that courts can declare that the legislature had no rational ground for imposing it as a police regulation, the law will be held valid."

5 Cal. Jur., page 716.

Besides, in the establishment of a set-back line there is no taking of property in the strict sense of the word; nor is there a taking in the same sense as when a street is widened. The owner retains all other uses of the land except the right to erect such structures as would deprive his neighbor of sunlight or fresh air, increase the fire hazard or the danger from motor vehicles. The property is taken only in the same sense as when the owner is prohibited by law from building within three feet

of his side line or ten feet from the rear line of his property. **It is a regulation and not a taking.** The purpose is not the improvement of property, but the protection of public health, safety and the general welfare, wherefore, it is a matter calling for the exercise of the police power and not eminent domain.

In conclusion we respectfully contend that the regulation in question is a valid exercise of the police power under the direct authority of the constitution and general provisions of the zoning law, and should therefore be upheld.

October 1, 1926.

### THE DECISION.

Civil No. 4484. Second Appellate District, Division One. April 5, 1927.

JOHN M. THILLE, Plaintiff and Respondent, v. BOARD OF PUBLIC WORKS OF THE CITY OF LOS ANGELES, Defendants and Appellants.

The following is an abstract of the decision, setting forth the most interesting and significant declarations of the court, including the dissenting opinion rendered by Justice Houser.

The merits of this appeal rest upon a certain ordinance adopted by the city council of the city of Los Angeles on the 14th day of July, 1922, designated a "set-back ordinance." In that ordinance the city council "determined that the public peace, health, safety, comfort, convenience, interest and welfare require and it is hereby ordered that the minimum distance back from the street line for the erection of buildings or structures to be designated as 'set-back lines' on Lake street between Bellevue avenue and Temple street," for certain distances on either side of said North Lake street should be thirty feet; and enacted that it should be unlawful to construct any buildings, etc., between the lines of the street and said "set-back" lines.

The plaintiff on the 7th of March, 1923, made an application in due form to the Board of Public Works of the City of Los Angeles for a permit to erect a garage at No. 458 North Lake street, in said city, which permit was refused on the ground that the application did not show that the place where it was proposed to erect such garage was not within the said thirty feet between the established "set-back" line and the line of the street. This action is prosecuted by plaintiff, asking for a writ of mandate requiring the issuance of such permit. The superior court held that the ordinance was void, and ordered the issuance of the writ of mandate as prayed. The defendants have appealed from the judgment.

The ordinance prescribes the method of procedure in the establishing of such lines, provides for a notice of intention to adopt the same, and a hearing thereon, and provides that prior to the time such ordinance establishing such line, etc., shall be effective, no building permit shall be issued for the erection of any building between the line proposed to be established and the line of the street. The council has reserved the power to deny any and all protests, and adopt an ordinance establishing or refusing to establish a "set-back" line.

Appellants contend that the judgment of the trial court was erroneous. Respondent contends that such ordinances are in violation of the fourteenth amendment of the Constitution of the United States.

In the case of "Miller v. Board of Public Works," 195 Cal. 477, the supreme court said:

"The police power is not a circumscribed prerogative, but is elastic and, in keeping with the growth of knowledge and the belief in the popular mind of the need for its application, capable of expansion to meet existing conditions of modern life and thereby keep pace with the social, economic, moral and intellectual evolution of the human race. In brief, 'there is nothing known to the law that keeps more in step with human progress than does the exercise of this power'."

In providing for the common welfare the statutes of California take into consideration "open space for light," "ventilation," "health," "comfort" and "con-



venience;" even sentiment has had an influence in extending the limitations of the exercise of police powers. Police power embraces in its most comprehensive sense the whole system of internal regulation, and extends to the protection of all persons within its jurisdiction, and their health, comfort and quiet. It is also settled that the police power embraces regulations designed to promote the public convenience or the general welfare and prosperity, as well as those in the interest of the public health, morals, or safety.

In the case of "Zahn v. Board of Public Works," the supreme court said:

"A large discretion is vested in the legislative branch of the government with reference to the exercise of the police power. Every intendment is to be indulged by the courts in favor of the validity of its exercise and unless the measure is clearly oppressive it will be deemed to be within the purview of that power. It is only when it is palpable that the measure in controversy has no real or substantial relation to the public health, safety, morals or general welfare that it will be nullified by the courts."

In other words, the question is not whether the city council acted wisely, but whether it acted so oppressively and irrationally as to justify a court in holding that the city council exceeded its authority and imposed harsh and unreasonable ordinances from motive not intended for the public welfare. As held in "Hebe Co. v. Shaw, 248 U. S. 297, 63 L. Ed. 255," if the question of public welfare be debatable, the city council is entitled to its own judgment, and that judgment is not to be superseded by the opinion of a court.

Police power is not subject to definite limitations, but is coextensive with the necessities of the case and the safeguards of public interest. It embraces regulations designed to promote public convenience, or the general prosperity, or welfare, as well as those specifically intended to promote the public safety, or the public health. Whether it is a valid exercise of the police power is the question in this case, and that power, as far as it is capable of definition, extends not only to regulations as to morals, and safety, but to those which tend to promote the public convenience.

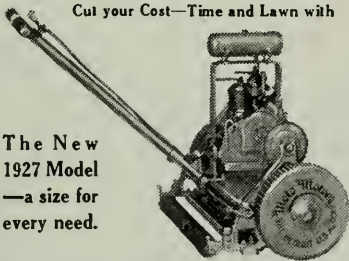
Zoning ordinances are now being held to be for the public welfare, basing the consideration on fire protection, safety and security of human life, prevention of street accidents—especially to children—by reducing the traffic congestion in residential districts, and danger of collision, with the resultant damages, and even when based on the decrease of noises in residential areas of a character that tend to produce "nervous disorders," may be "debatable" though not void. Changes in living conditions during a comparatively few years have brought corresponding changes in the exercise of police powers, and those advancements are recognized in construing ordinances alleged to be in conflict with them.

In the case under consideration the city council may have concluded, without being arbitrary or intentionally unreasonable, that the public welfare would have been subserved, danger from fires lessened, danger from street traffic lessened, without

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injustice to plaintiff. There was a 20-foot alley in the rear of the lots in the district where plaintiff's lot was located. The council could reasonably consider that as plaintiff's garage was to be constructed at a line within thirty feet from the street line, the approach to the street with an automobile could not be as readily discerned by pedestrians and those passing in the street in vehicles after its erection. Under the circumstances it was for the city council to decide whether the erection of a garage within the thirty-foot limit would be detrimental to the public welfare.

The latest expression on the subject by the Supreme Court of the United States that we have been able to find is contained in the case of *Euclid v. Ambler Realty Co.*, 71 L. Ed. 171. We will quote from page 175: "There is no serious difference of opinion in respect to the validity of laws and regulations fixing the height of buildings within reasonable limits, the character of materials and methods of construction, and the adjoining area which must be left open, in order to minimize the danger of fire or collapse, the evils of overcrowding, and the like. Until recent years urban life was comparatively simple; but with the great increase and concentration of population, problems have developed, and constantly are developing, which require, and will continue to require, additional restrictions in respect of the use and occupation of private lands in urban communities. Such regulations are sustained, under the complex conditions of our day, for reasons analogous to those which justify traffic regulations, which, before the advent of automobiles and rapid transit street railways, would have been condemned as fatally arbitrary and unreasonable."

In the case of "*Euclid v. Ambler Realty Co.*," 71 L. Ed. 171, the court said.

"If the municipal council deemed any of the reasons which have been suggested, or any other substantial reason, a sufficient reason for adopting the ordinance in question, it is not the province of the courts to take issue with the council. We have nothing to do with the question of the wisdom or good policy of municipal ordinances. If they are not satisfying to a majority of the citizens, their recourse is to the ballot—not the courts."

It was said by the court of appeals of New York, in the case of *Wulfsohn v. Burden*, Inspector of Buildings of the City of Mount Vernon, 241 N. Y. 288, 150 N. E. 120: "The open spaces not only tend to minimize the danger of fire to adjoining buildings and thus spreading conflagration, but they also afford a greater opportunity for access by fire departments to a burning building and thus increase the possibility of successfully stopping a conflagration before it spreads to other buildings."

YORK, J.

#### CONCURRING OPINION.

I concur in the judgment. It is only fair, however, to admit that I have found it difficult to be satisfied with this extension of set-back ordinances, of the rule recently declared in the zoning cases. A set-back ordinance, at least in some instances, goes perilously near to depriving the owner of his property without compensation. It must be conceded that the use is not entirely destroyed, since there remain the rights of light and air and the right of access or passage to and fro across the otherwise unoccupied space. There also remains the right to cultivate the ground and ornament it with grass, trees and flowers, or, if the owner prefers, with cabbages and turnips, until, perhaps, such right shall be taken away from him for aesthetic reasons.

Notwithstanding the foregoing observations, which at least show the difficulty of arriving at a decision in favor of appellants in this case, I concur in the judgment of reversal because I think that such is the inevitable progressive consequence of the decisions rendered in the *Miller* case and in the *Zahn* case, which are extensively quoted in the foregoing opinion written by Mr. Justice York. It is admitted by everyone that all private property is held subject to the state's exercise of that vast and flexible authority known as the police power. It may be that some of these later applications of that power, in the control of property rights, present themselves to our minds in the aspect of something arbitrary while they are new, but will seem less objectionable when our independent souls become accustomed to the new bonds. As the individual withers and as his frontiersman spirit is tamed, he will more easily recognize that when he lives in Rome and owns property there he must submit to the conditions which the Romans prescribe.



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It may be, however, that while the enactment of set-back ordinances, is a thing within the power of the municipality, yet some ordinances might be rejected as unreasonable invasions of private right. In the case at bar, where it appears that the property owner is seeking to erect on the street line a garage for trucks used by him in his trucking business, and to do this in a block of residences, all of which are set back from the street line, it does not seem probable that the application of the ordinance in this case is peculiarly unreasonable.

CONREY, P. J.

I dissent. It is apparent that no consideration of public health, morals, safety or welfare is here involved. The suggestion that more light, air, or fire protection will be afforded in a residence district by reason of a set-back ordinance which forbids the erection of any building nearer than thirty feet to the front property line, is untenable. It may not be doubted that in a downtown business district in a city like New York, for example, where extremely tall buildings are permitted, such an ordinance might be helpful, if not essential, to the public welfare. But on a fairly wide street, in a residence district, the only consideration which can be reasonably urged for the passage of such an ordinance is that without it the beauty of the street will be marred; in other words, the reason is founded solely on aesthetical considerations. No one contends but that the police power is elastic; but the upholding of the ordinance in question as legal stretches the police power to the breaking point.

In addition to such criticisms it is clear that the effect of such ordinance is nothing less than confiscatory. It is possible that a 30-foot corner lot, which may face on a street intersecting at right angles would be taken without compensation. The owner of such a piece of property will be deprived of practically every useful benefit connected therewith. That one may be the owner and possessor of real property and yet by ordinance be so restricted as to be prevented from putting it to any beneficial use, presents an anomalous situation. The only remaining privileges to the owner of property so affected are to pay taxes and street assessments levied thereon and keep it cleared of weeds, garbage and other refuse. In such circumstances, especially as affecting a corner lot fronting on an intersecting street, as hereinbefore suggested, the owner thereof, far from having a property of value, exchangeable for currency or marketable commodity, might even experience difficulty in inducing its acceptance by any person as a gift. To my perception, the ordinance is both arbitrary and oppressive and a clear invasion and infringement upon the rights guaranteed by the Constitution of this state and of the United States.

HOUSER, J.

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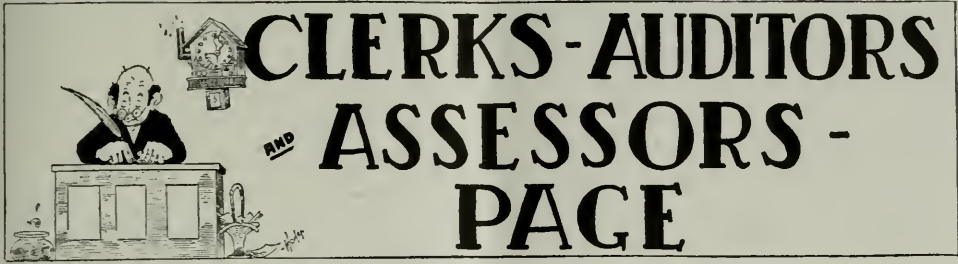
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Edited by WM. E. VARCOE, of Alameda.

## A MESSAGE FROM OUR PRESIDENT

JOHN J. LYNCH,  
City Clerk of San Jose.

It has been suggested that at future sessions of this department at the annual convention that there be roll call, and at the conclusion of the convention each City Council or Board of Trustees providing for the attendance of delegates to our department be advised of the attendance record of the delegates. This suggestion is prompted by the fact that the attendance of those delegated to attend the convention has not been 100% at our sessions and it is also true that those deliberately absent are those who have the most need for the instruction to be derived from attendance at the sessions.

In addition to the attendance record it is proposed to furnish each member city of the League with a copy of the minute record of the session of the department.

Your department president will shortly circularize every city in the League in an effort to increase the attendance and present a more interesting and valuable program. City Councils and Boards of Trustees will be urged to send Clerks, Auditors and Assessors to the convention and it is hoped that many who have not attended previous sessions of our department will be in attendance at Sacramento.

Now that the smoke of battle has cleared away and once again the members of our section are holding their respective office, would it not be a splendid thing if we were to take stock of ourselves and see if we measured up to the standard that makes for 100% efficiency?

Would it not be quite a coup to hurl at our antagonist the fact that the old political cry "we need a change" as far as it applies to us individually, is wasted,—That the people we serve generally realize they are getting full value for the monthly stipend we receive for our labors.

Would it not be wonderful to realize that while, as public officials, the epithet of "Taxeater" may apply to us, still we are secure in the knowledge that we more than pay for our "eats" in efficiency?

Is it not a pleasure to know that as time runs on, the public official is being recognized more and more as a factor in the world of business service?

Realizing our responsibilities, can we afford to carry on in a haphazard manner, hoping to retain the public's confidence, if we conduct ourselves, and do our work, in the knowledge that our positions are secure for another elective term at least, whether we are efficient or not?

Our efforts to standardize and perfect our work, the grace and smile with which it is done and the courtesy and respect shown to our numerous employers—the public, should be paramount with us. Properly exemplified, it cannot help but be reflected in the general growth and friendships retained and made in the community in which we serve.

---

Contributed by A. J. VAN WIE,  
City Clerk, Glendale, Calif.

“Mr. Assessment Lien Shark” and his partner “Mr. ‘Shyster’ Lawyer” have about reached the end of their existence in this neck o’ the woods and it is high time too. For years the “Assessment Lien Shark” has operated with but very little interference reaping large returns to the financial distress of property owners in cities where streets are improved under the “Vrooman” and “1911” Acts. Especially so where municipal taxes are collected by the County and lists of owners hard to obtain in order to send out notice of passage of Resolution of Intention and Notice of filing of assessment.

As it is one of the duties of the City Clerk to send out these notices; when same property owner is served with a suit for an unpaid street assessment of less than \$25.00 with an overcharge for attorney’s fees plus filing, court and other charges he naturally turns to the Clerk for an explanation and usually those “turns” are not couched in what might be termed congeniality.

In most cities the legislative body is elected on a platform of economy, efficiency, etc., and usually attempts to make good, especially “economy,” sometimes to the detriment of “efficiency.” (No disrespect meant.) In this particular instance I mean authorizing the expenditure of money not directly ordered by law, e. g.: (1911 Act-Sec. 5-1921 amendment: “The Council may, if they deem it ad-

visable, direct the Clerk to mail copies of said notice to owners, etc.”). Whenever this “economy” is practiced sooner or later there is a comeback that develops into extravagance for the taxpayer.

This Constitutional right prevailed in Glendale for years I am sorry to say and from reports, in many other cities as well. I don’t mean that no notices were sent out but that very little effort or expense was made in securing the names and addresses of property owners in the district to be assessed. The result of this desultory method was, in one instance in Glendale where a large district was assessed on an average of \$5.00 per lot, a general uprising of property owners when they were served with suit and a demand in access to the original \$5.00 of some \$75.00 in penalties, fees, etc. And the Assessment Lien Shark won out in court. The only apron the officials had to hide behind was—failure to receive notice did not affect the validity.

This taught us a lesson and my idea in this article is, to pass on my methods for what they are worth.

In the first place it was determined that any expense accruing by sending out these notices would be a legitimate charge to the job, therefore payable out of general service funds.

Besides individual improvement jobs the City was also installing sewer laterals under the 1911 Act. When this work was completed every lot, piece and parcel within the limits would have been subject to an assessment. An opportune time to start the compilation. A card system was therefore installed. There is a card for every lot, piece and parcel filed as to tract name or number with a reference to resubs where same are effected. This card lists all assessments levied together with reference to Assessment Book, Bond Book, Assessment Number, date levied and amount of assessment where same is



less than \$25.00. On back of card is space for name of owner and mailing address.

When improvement maps are adopted every means possible is exercised to secure the name and address of owner: County assessor's books, Tract owners and sub-dividers, real estate brokers, publicity through newspapers advising the people of the necessity of listing their property in City Clerk's office and any other method that might be presented.

A notice, apprising these owners of the passage of the Resolution of Intention to improve, stating briefly the nature of the improvement, together with the date set for hearing and advising them of their rights to protest if they so desire and a note calling their particular attention to our attempts to get in touch with rightful owner and asking them to assist by returning same with any information they might have in case the notice is misdirected, is mailed out with two cent postage. When assessment roll is filed a post card notice is sent out as required by law which also calls attention to return if misdirected. After confirmation a notice is sent to each property owner whose assessment is less than \$25.00, in which is incorporated the

necessity of immediate action in order to thwart any chance of the Assessment Lien Shark securing the lien. This action often entails considerable searching but the reaction is worth the effort.

#### HIGH LIGHTS ON THE OUTCOME

At first the people were skeptical, especially tract owners but everyone is rallying now and we have accomplished wonders. The Council were afraid that the additional expense would be protested. A strict account has proven that this expense is almost negligible. Owing to the fact that Contractors or assigns have their headquarters outside of the City in most cases and the payment of bills direct to them of annoyance to some property owners all payments can be made direct to Street Superintendent and the people are so notified. A movement is on foot, barring legal technicalities, whereby the City will take over all unpaid assessments of less than \$25.00 and allow property owners the privilege of paying same when able with a small redemption fee. I understand this method has already been inaugurated in one of our neighboring Cities. In the card files all "Torrens" lands are listed on colored cards.

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Sacramento is the strategic center of an inland empire. The backbone of the extraordinary development which has taken place in the City and throughout the Sacramento Valley has been agricultural production. In addition to the immense agricultural production, the entire area abounds in mineral deposits, timber resources and all of the other basic raw materials which are the foundation of industrial growth.

Because of its location based on access to raw materials together with cheap transportation either by rail or water for the distribution of finished products, the City of Sacramento has become a great inland industrial center and the entire Sacramento region is now entering an era of even more rapid industrial development.

The industrial growth of the City has been based upon the economic factors which create low costs in the procuring of raw materials and equally low costs in the distribution of the finished products together with a stabilized labor market and splendid living conditions.

During the past five years Sacramento has averaged 4 per cent per year in growth of manufacturers, bringing a total of 113 new manufacturing plants. This industrial increase has amounted to 20

per cent, as compared with  $2\frac{1}{2}$  per cent increase for the balance of the state.

A survey recently conducted in Sacramento shows 417 manufacturing establishments located in the city turning out a total value of manufactured products amounting to \$64,000,000. These manufacturing establishments expend annually \$31,418,354 for raw material alone, to which is added by manufacture \$25,883,146. Of these products 75 per cent are marketed in California, 16 per cent marketed in the United States outside of California and 9 per cent in foreign countries. These 417 plants employ an average of 16,325 wage earners, with pay-rolls amounting to \$14,650,445.

The leading industries in Sacramento ranked in order are as follows:

Canning and Preserving, Railroad Repair Shops, Slaughtering and Meat Packing, Flour and Mill Feeds, Rice Cleaning and Polishing, Butter and Cheese, Planing Mill Products, Iron and Steel Products, Food By-products, Boxes, Caskets, Barrels, Beverages, Sheet Metal Products, Chemical and Drug Compounds, Auto Bodies and Parts, Brick and Pottery, Lumber and Wood Products, Cabinet and Furniture Plants, Stone and Clay Products, Marble and Stone Products, Sheet Metal Products.

Sacramento has an advantageous central position in relation to fruit and vegetable growing districts. A large amount of raw materials are truck delivered

directly from the growing sections and freight rates on car lot shipments are lower than for the seaboard industrial centers. Sacramento is located advantageously for direct rail shipments to intermediate eastern points. One large canning firm makes Sacramento the centralizing point for products of their other plants in California for redistribution to intermediate eastern points.

During the immediate future it is safe to predict that the growth of the canning industry in Sacramento will be greater and more rapid than any other single line of manufacturing industry. Its importance is already enough to merit consideration of Sacramento as a canning center with potentialities for introduction of related industries, such as canning equipment and tools, cans and cartons, or the building up of specialty products, such as jams, jellies, salads and sauces.

In this immense area of more than 26,000,000 acres, 6,800,000 acres are of topography possible of tillage as agricultural land. Economic factors have limited the actually improved or cultivated agricultural area to 3,371,000 acres, but potentialities for agricultural development are large.

Within that area are 43 per cent of the watersheds of California, and over 50

per cent of the water resources of the state, as measured in seasonal run-off. This water resources of 37,452,000 acre-feet of average seasonal run-off is of tremendous importance to future development of irrigation storage reservoirs and hydro-electric power.

Within the Sacramento area are mineral resources of great economic value, which will play an important part in the future industrial development of this section. Exploitation of the precious metals—Gold, Silver and Copper, have been accomplished largely, but with the industrial growth of California attention is turning toward the vast resources of other industrial, structural and fuel minerals. There are in the Sacramento area important resources of Coal, Iron, Manganese, Tungsten, Clay, Cement, Chromite, Limestone, Asbestos, Barytes, Silica, Soapstone and other industrial minerals.

In this area there are 9,131,892 acres of timberland, out of the total of 14,749,000 acres of timberland in the state, exclusive of national forest areas. In 1921 there were reported in this Sacramento area 2,794,910 acres of virgin pine timber, of which there are 3,119,249 acres in the State, of approximately 90 per cent of the remaining pine timber standing in California.



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## ENGINEERS' SECTION

To be edited monthly under the supervision of W. B. Hogan of Stockton, Chairman of the Department of Engineers, Councilmen and Street Superintendents.

### ORGANIZATION AND SCOPE OF A CITY ENGINEER'S OFFICE

By R. D. VAN ALSTINE,  
City Engineer, Long Beach, California.

The functions of a City Engineer's Department ordinarily work so smoothly that very little is known by the public at large or even by the members of a City Council of their intricate workings, or, in fact, in some cases, of their existence.

A citizen recently called at the Engineer's office in Long Beach and inquired for the City Engineer. On being asked to state his business, it was discovered that the matter was of a legal nature and he was informed that he should see the City Attorney. He replied that he knew the matter to be a legal one but thought the City Attorney was too busy a man to be disturbed. He was then asked if he did not know that the City Engineer was responsible for the work of more than four hundred men, had over \$1,000,000 worth of work under contract at the present time and was as busy a man, if not busier, than the City Attorney. The citizen said that he thought the engineer just did a little surveying and making of maps.

In order to dispel somewhat this general impression, I will briefly outline the organization and duties of the Long Beach Engineering Department, which are, no doubt, typical of cities of its class (population 140,000). The Engineering Department contains fifteen divisions with a responsible head to each division. The Assistant City Engineer shares with the City Engineer general supervision over these divisions, which are as follows:

No. 1. The Building Inspection Division is under the direction of the chief building inspector, who must be a competent structural engineer as well as a practical builder. He is assisted by a Secretary, Structural Engineers for checking plans, experienced clerks for issuing permits and qualified mechanics for inspection of plumbing, boilers and mechanical installations and all types of building construction. For large buildings, soil tests are conducted and floors and balconies tested under actual loads. The building inspector must pass on the bearing power of soils, proposed new types of construction, condemnation and removal of buildings, and many other matters affecting the public safety and welfare.

No. 2. The Electrical Division is under the direction of the city electrician, who must understand both the theory and practice of his profession. His duties include issuing permits and furnishing inspection for electrical wiring of buildings, and construction, operation and maintenance of the city's street lighting systems. He is also responsible for the inspection of existing buildings and condemnation of faulty wiring and other electrical installations. His organization consists of a secretary, who, in addition to handling correspondence and records, issues wiring permits; electrical inspectors for inspecting wiring installations and construction of ornamental lighting systems, and electricians who take care of turning on and off the street lighting systems and of their maintenance. The City's budget for maintenance and operation of street lights for the present fiscal year will



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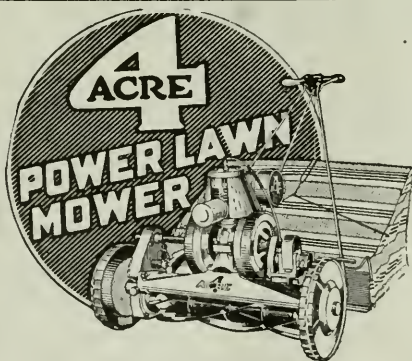
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amount to approximately \$160,000.00. New construction, which has been ordered and for which plans are under way, will require for the next fiscal year a budget estimated at \$190,000.00. The responsibilities of this division are rapidly increasing with increased construction.

No. 3. The Division of Parks is under the supervision of the park superintendent, who has the responsibility of maintenance, operation and construction of parks. The park superintendent is assisted by a secretary, an assistant superintendent, a head gardener, besides gardeners, truck drivers and laborers. A forestry crew is occupied continuously trimming trees in the parks and parkways. Tree planting programs are planned and for this purpose a municipal nursery has been planted and trees are now in shape for setting out in new parks and in parkways along city streets. A new 18-hole grass golf course has been constructed at a cost of \$102,000, which is recognized as one of the finest courses in Southern California. The golf course is more than self-supporting and large numbers of players have to be turned away on Saturdays and holidays. The park superintendent is now planning an additional 18-hole course to meet the demands of the players.

No. 4. The Bridge Division is under the direction of a structural engineer experienced in both design and construction of bridges. His duties include design and construction of new bridges, maintenance of bridges and municipal buildings and design and construction of miscellaneous structures, such as bulkheads, piers, retaining walls, etc. During the past year, a \$200,000.00 reinforced concrete bridge has been designed and constructed by this division and plans are now under way for a bulkhead system consisting of rock riprap and reinforced concrete bulkhead walls to reclaim a 20-acre site on the ocean front which will be occupied by a

municipal auditorium. The organization of this division includes structural engineers, draftsmen, a construction superintendent, inspectors, carpenters and painters.

No. 5. The Sewer Division is under the direction of a sanitary engineer assisted by an assistant sanitary engineer and a force of draftsmen for design of sewers, and mechanics for operating the various pumping plants, disposal plant and maintenance of sewers. Plans have recently been completed in this division for a sanitary sewer system involving two pumping stations and approximately thirty miles of sewer pipe. Work now in the office includes the design of a storm drain system estimated at \$1,000,000, which will drain approximately 5,000 acres of the city. Plans for sanitary sewers are contemplated to care for newly annexed districts involving approximately 3,000 acres. The work of this division is very vital to the development of the city and must be carried out in advance of surface improvements.

No. 6. The Division of Street Plans and Surveys is in charge of an assistant engineer, whose organization includes seven survey parties and a drafting force. Contracts have been completed during the past nine months for \$1,250,000 worth of paving, for which plans have been prepared by this division.

No. 7. The engineering office is in charge of an assistant engineer, who has the responsibility of all legal records and preparation of maps and ordinance data in connection with Improvement Act proceedings.

No. 8. The Assessment Division prepares assessment maps and assessment rolls for all improvement work, including streets, sewers, drains, etc., as well as for street opening proceedings.

No. 9. The Street Inspection Division, in charge of the chief inspector, has the responsibility of all pavement,

sewer and storm drain construction as well as supervision of private contracts of this nature.

No. 10. The Testing Division, in charge of the city chemist, makes tests on all construction materials, including cement, sand, rock, oil, asphalt, steel and concrete, and is responsible for the control of concrete and asphalt mixtures on construction work.

No. 11. The Maintenance Division, in charge of a construction superintendent, maintains all paved streets, storm drains, culverts, etc., and looks after oiling, sprinkling and grading of unpaved streets as required.

No. 12. The Street Lighting Division has charge of preparation of street lighting plans and specifications and issuing, in connection with the Art Commission, petitions for new lighting systems. This division has been responsible for a large number of modern lighting installations, including two improvements involving combination trolley and lighting pole construction.

No. 13. The Clerical Division, under the direction of a chief clerk, handles collections for improvement and condemnation proceedings, issues permits for curb

and walk and excavations and is responsible for departmental records.

No. 14. The Sanitary Division is under the supervision of a sanitary director and has a personnel of about ninety men, including foremen, truck and tractor drivers, mechanics, laborers, street sweepers and janitors. The work of this division consists of street sweeping, collection and disposal of municipal garbage and refuse, cleaning approximately five miles of beach and furnishing janitor service for municipal buildings.

No. 15. City Planning is a new division under the direction of the city planning engineer. In this division, zoning matters are planned and recommendations prepared for the City Planning Commission. In addition to zoning, a city plan is in the process of preparation and other special matters of importance, such as bus transportation, are considered and reports furnished.

In the past five years, work handled by the above organization amounts to approximately \$7,000,000 and the volume of work has increased during that time from \$500,000.00 in 1921 to the present fiscal year, which will show about \$2,500,000 worth of improvements completed.

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# CITY PLANNING SECTION

Edited by HON. FRANK D. STRINGHAM.

## Requirements for the Subdivision of Land in Los Angeles County

HUGH R. POMEROY,

*Secretary Los Angeles County Regional Planning Commission, President City and Regional Planning Section, League of California Municipalities*

An extraordinary and altogether unprecedented rate of development in the past four years has provided the Los Angeles County Regional Planning Commission with an opportunity for a laboratory experiment in subdivision control, which should be of interest to every city official who has had to deal with this difficult problem.

It is not the purpose of this article to enter into any elaborate discussion of the harrowing details of those hectic days when subdivisions were pouring in at the rate of from 20 to 30 per week (one week brought 58). What is desired is simply to point out several conclusions drawn from this work, and to make some of the experience gained available throughout the state.

There are three basic necessities without which there can be no effective control of subdivision activities:

First, there must be a plan, at least for the principal traffic highways and the through streets.

Second, means must be established to exercise jurisdiction at as early as possible a stage for each subdivision; that is, before any step other than the making of a rough preliminary survey has been taken.

Third, consideration of each tract as a special problem is necessary and ideal, but must be based upon a set of general requirements which are the same for all, and which are definitely established in writing and widely circulated.

Given these three things, the work can be given continuity and uniformity; and there will be built up gradually a sense of the fairness to each and the advantage to all of such methods.

The subdivider is made to feel that what he does is in conformity with a well thought out plan and that owners of adjacent property will certainly be required to do their share. Justifiable concessions made to allow for special conditions impress him with the reasonableness of the Commission's attitude. If his ideas are still in the formative stage and represent only paper plans, rather than money invested in surveys or grading, it is usually easy to convert him to such changes as are necessary to protect the public interest.

The general requirements, at first very simple, have been gradually added to, going from highways to local streets, and from block sizes to lot sizes, with consideration now being given to such matters as easements for public utilities, set-back lines, and zoning.

The first complete set of regulations was drafted jointly with the City and County Engineers' Association of Los Angeles County at the request of the Regional Planning Commission. After two years of use, this has been made the basis for a



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revised and somewhat more detailed statement of requirements, which was adopted by the Commission recently and which is believed to be of sufficient interest to warrant its reproduction in these pages.

The Commission would welcome comment on these rules, and inquiries concerning any details will be willingly answered.

---

## Notes on Recent Decisions

---

FRANK D. STRINGHAM

COURT OF COMMON PLEAS OF OHIO—Kaufman vs. the City of Akron.  
Filed January 6, 1927. Sustaining Validity of Set-Back Lines.

Plaintiffs complained that the Akron zoning ordinance prohibited the plaintiffs from constructing a building out to the property line and attacked the constitutionality of the ordinance which established a ten foot set-back line on South Maple Street. No testimony of witnesses was offered. There was before the court the ordinance, maps, photographs and an agreed statement of facts.

The Court did not pass upon all of the provisions of the ordinance but held that the City of Akron has the authority, under the police power, to establish set-back lines, provided they are reasonable under the circumstances and that they have a reasonable or substantial relation to the public health, safety, moral or general welfare.

COURT OF APPEALS OF NEW YORK—The People vs. Walsh.  
Decided February 23rd, 1927. Denying Permit to erect garage in residence district.

Appellant owned property in a residential district near 192nd Street in New York City and requested the Board of Appeals to vary the zoning regulation in his case so that he might build a garage upon the southerly 150 feet of his plottage. There was another garage in the same block which was erected before the zoning law took effect. The appellant did not file consents of 80% of the frontage affected by the change, in order to bring himself under one of the exceptions of the ordinance and, therefore, the only question involved was: Did he come within the exception described as unnecessary hardship?

The Board of Appeals in the first instance granted the petition of appellant. The matter was appealed and came before the highest court of New York on a writ of certiorari. The Court held that the granting of the permit was unsupported by proof of hardship and that the power of the Board of Appeals is confined to variations in special cases to meet some unusual emergency or to give relief from some unnecessary hardship, and the record should disclose some reason for determining the existence of such emergency or hardship.

The Court, therefore, while conceding a wide scope to the discretion of the Board of Appeals, annulled the determination of the Board of Appeals in this case, without prejudice to the renewal of the application.

The opinion was rendered by Chief Justice Cardozo and concurred in by five judges.

COURT OF APPEALS OF MARYLAND—The R-B Construction Company vs. Jackson.

Filed March 23rd, 1927. Sustaining Validity of side-yard provision.

Zoning ordinance of Baltimore provides that in an "E" area district there shall

be reserved on each lot at least one side yard not less than 10 feet wide except in cases where, because of the size or shape of the lot, such requirement can not be complied with or would render such lot unfit for use, and in such case the Board of Zoning Appeals may reduce the requirement as it may deem reasonable and proper. The appellant's plans for the improvement of its lot on Granada Avenue in an "E" area district, for the erection of sixteen two-story dwellings all in a continuous row, did not provide for the wide yards as required by ordinance.

**HELD:** The evident design of this provision was to prevent the indefinite extension of the city in compact building formation and that the separation of buildings has a tendency to reduce fire hazard and allow a freer admission of light and air to the homes, and is plainly conducive to the health of the people of the city, and that the relation of such a general plan of municipal development of the public health and safety can be readily perceived.

That the area provision, affecting this case, is within the scope of the police power which the government of Baltimore is entitled to exercise.

That the provision of the ordinance conferring upon the Board of Zoning Appeals the power of modification with regard to side yards, because of practical difficulty or practical hardships, is not an invalid delegation of administrative authority.

Statement of the Ownership, Management, Circulation, etc., Required by the Act of Congress of August 24, 1912, of  
**PACIFIC MUNICIPALITIES**

Published monthly at San Francisco, Calif., for April 1, 1927.

State of California, City and County of San Francisco—ss.

Before me, a notary public in and for the State and county aforesaid, personally appeared Wm. J. Locke, who, having been duly sworn according to law, deposes and says that he is the editor of the Pacific Municipalities, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 443, Postal Laws and Regulations, printed on the reverse of this form, to-wit:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are:

Publisher, A. Carlisle & Co., 251 Bush Street, San Francisco.

Editors, Wm. J. Locke and H. A. Mason, Chancery Building, San Francisco.

Managing Editor, Wm. J. Locke, Chancery Building, San Francisco.

Business Manager, H. A. Postlethwaite, Chancery Building, San Francisco.

2. That the owner is: (If the publication is owned by an individual his name and address, or if owned by more than one individual the name and address of each, should be given below; if the publication is owned by a corporation the name of the corporation and the names and addresses of the stockholders owning or holding one per cent or more of the total amount of stock should be given.)

H. A. Mason, Chancery Building, San Francisco.

Wm. J. Locke, Chancery Building, San Francisco.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

4. That the two paragraphs next above, giving the names of the owners, stockholders, and security holders, if any, contain not only the list of stockholders and security holders as they appear upon the books of the company but also, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting, is given; also that the said two paragraphs contain statements embracing affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner; and this affiant has no reason to believe that any other person, association, or corporation has any interest direct or indirect in the said stock, bonds, or other securities than as so stated by him.

WM. J. LOCKE.

Sworn to and subscribed before me this 8th day of April, 1927.

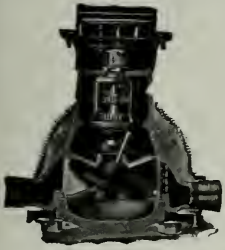
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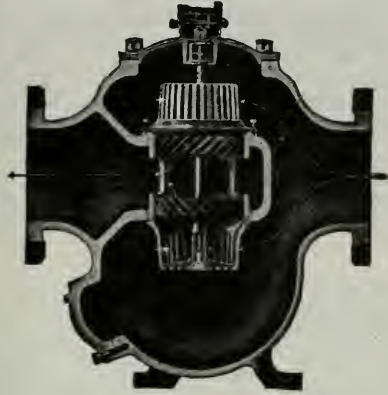
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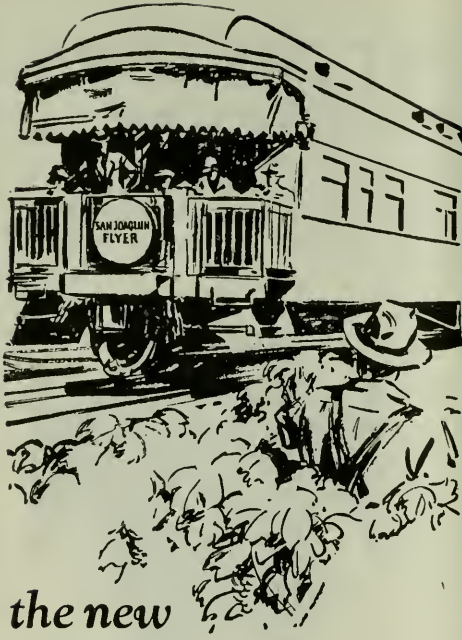
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**What Our Cities Are Doing**

**Fairfield**—Last August the City of Fairfield purchased the water system from Henry Goosen and turned it into a municipal plant. Since that time the city has made many important changes in piping and installation of meters, together with new connections and has been operating it to an advantage.

The bond issue was set at \$27,000, the first bond to be paid three years from the date of the issuance. The interest has been paid and a sum is being set aside within which the water superintendent must work monthly that sufficient funds will be had at the time the bonds become due to meet the payments of \$1,000 per year together with the interest.

In order to obtain ideas as to municipal operation of water plants, the trustees made an all day trip several weeks ago to Woodland, Colusa and other cities which operate their own plants and gained many ideas which will be added to the local plant.

In addition to running the water works on a business basis the trustees, together with the clerk, treasurer, recorder and other officials meet once a month at a supper paid for by them privately and after which they discuss affairs of the town informally and receive suggestions and information on city business.

At the last meeting this month, a budget system was worked out so that the board will know just what expenses must be met in all bond issues and salaries and other outputs and what income is to be derived so that the various officials now know exactly what their department can expend during the fiscal year.



# Pacific Municipalities

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



Lagoon Scene—Municipal Park, Sacramento

## LEADING ARTICLES IN THIS ISSUE

NEW LAWS AFFECTING MUNICIPALITIES AS REPRESENTED IN THE  
BILLS SIGNED BY THE GOVERNOR UP TO AND INCLUDING MAY 13



*Supplying an Imperative Demand*

# Deeds and Certificates of Sale

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Many cities have heretofore found it necessary to have these forms printed specially for their use, and, owing to the frequent changes in the street improvement laws, this printing has often caused a loss by reason of the change before the original supply could be used, necessitating a new form.

It is better to order for the current need rather than have obsolete and incorrect forms on hand, left over from a prior supply.

The following forms are carried in stock. You can get as few or as many as your need requires:

FORM	TITLE
S-134	Certificate of Sale of Real Estate, 1911 Act
S-135	Certificate of Sale of Real Estate, 1915 Act
S-136	Deed under Improvement Act of 1911
S-137	Deed under Improvement Act of 1915

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*Business and Advertising Manager*.....H. A. Postlethwaite  
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May, 1927

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# LEAGUE OF CALIFORNIA MUNICIPALITIES

Organized 1897

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## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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## New Laws Affecting Municipalities as Represented in the Bills Signed by the Governor up to and Including May 13th.

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**AIRPORTS:** Authorizing the cities to vote bonds for the acquisition and maintenance of airports. (A. B. 54, Little).

**IMPROVEMENT BOND ACT OF 1911:** Amending sections 4 and 5 by providing that bonds may be payable in ten, twenty or thirty annual installments and be redeemable at any time before maturity on payment of principal, interest to date, and six months' additional interest. (A. B. 158, Woolwine).

**INTEREST ON CITY WARRANTS:** Amending section 865 of the Municipal Corporation Act by requiring cities of the sixth class to pay six per cent interest on all warrants issued when no immediate funds are available at the time of issuance. (A. B. 170, Little).

**FINES PAYABLE TO CITIES INSTEAD OF COUNTIES:** This bill overcomes the decision of the supreme court in the case of **FRESNO COUNTY v. SHAW**, 72 Cal. Ap. 363, wherein it was held that fines imposed by the recorders of cities of the fifth and sixth class when sitting for infractions of the state laws should be paid into the county treasury instead of the city treasury. This measure makes it clear that all such fines and forfeitures shall be paid into the city treasury. (A. B. 318 and 319, Crittenden).

**DEPUTY OFFICIALS IN SIXTH CLASS CITIES:** An amendment to section 852 of the Municipal Corporation Act by the addition of ten lines so as to clearly authorize the board of trustees to appoint deputy officials in certain cases. (A. B. 385, Crittenden).

**IMPROVEMENT ACT OF 1911:** Amendment to section 28 relating to the matter of reassessments so as to provide that it shall be mandatory for the street superintendent to make an original assessment in the first instance, such provision being necessary in order to authorize reassessment. (A. B. 386, Crittenden).

**NEW MUNICIPALITIES:** Amending section 2 of the Municipal Corporation Act so as to provide that the board of supervisors may include within the boundaries of the proposed municipality parcels of ranch lands or acreage property which do not exceed ten acres in area. Parcels exceeding ten acres in area may not be included except by petition of the owner. (A. B. 408, Dillinger).

**IMPROVEMENT ACT OF 1911:** Amendments to sections 19 and 79 of the act.

Section 19 is amended so that the materialman's bond will cover provisions, provender and other supplies. It also provides a more detailed procedure regarding the manner in which a claimant shall proceed against a defaulting contractor. In addition to these provisions it authorizes any contractor who disputes the correctness or validity of any such claim to file a special bond to protect the claimant, whereupon the municipality shall not withhold any funds or assessments due the contractor.

Section 79 is amended by simply dividing up the numerous paragraphs into separate sections so that hereafter in making minor amendments it will not be necessary to set forth the entire section. (A. B. 412, Crittenden).

**ELECTIONS OF SIXTH CLASS CITIES:** An amendment to section 3 of the general election laws applying to cities of the fifth and sixth class by providing that hereafter the consolidation of election precincts shall be optional with the board of trustees instead of mandatory as at present. (A. B. 443, Brock).

**CITY MANAGER GOVERNMENT:** A new law authorizing the four cities of the fifth class (Oroville, Santa Ana, San Buenaventura and Woodland) by ordinance passed by a majority vote of their electors to adopt the city manager form of government. (A. B. 478, Ball).

**COLLECTION OF TAXES BY THE COUNTY:** Amendments to sections 5 and 6 of the Act of 1895 which authorizes cities governed under the general laws to have their taxes collected by the county.

Section 5 is amended by eliminating the present requirement that the city tax must be set forth in a separate column. It is also amended by providing that the taxes collected by the county shall first be paid into the county treasury, then by warrant to the city treasury after first deducting the charge for collection.

It amends section 6 by providing that the compensation payable to the county for the service rendered shall be fixed by agreement between the board of supervisors and the legislative body of the city instead of being determined by the county auditor as it is at present. (A. B. 505, Keaton).

**COLLECTION OF TAXES BY THE COUNTY FOR CHARTERED CITIES:** Amendments to sections 4 and 7 of the Act of 1913 which authorizes chartered cities to have their taxes collected by the county.

Section 4 is amended by eliminating the present requirement that the city tax must be set forth in a separate column. It is also amended by providing that the county officers shall make a monthly settlement with the city instead of a weekly settlement as now required.

It amends section 7 by providing that the compensation for services shall be payable into the salary fund of the county instead of any fund, the supervisors may direct as at present. (A. B. 507, Keaton).

**GARBAGE DISPOSAL DISTRICTS:** A new measure. It provides for the creation of garbage disposal districts. There is no limit on the tax that may be levied for the support of the district. It requires an election to create the district but provides that it may be dissolved by order of the board of supervisors. Some question has been raised as to the necessity of the measure in view of the fact that we have two statutes now on the books providing for the creation of sanitary districts, both of which authorize regulations for the removal of garbage. In view of that fact it would hardly seem necessary to have another statute for handling the garbage problem exclusively. (A. B. 36, Scofield).

**CONSOLIDATING OFFICIALS OF SANITARY DISTRICTS:** This is authorizing the directors of two or more sanitary districts to employ the same administrative officers. (A. B. 37, Scofield).

**COUNTY SANITATION DISTRICT AMENDMENTS:** Amendments to the County Sanitation District Act of 1923. Section 5 is amended so as to authorize changing the membership of the board of directors in case a municipality should be annexed to the district. Besides this other clarifying language is added to the section. Section 17 is likewise clarified.

A new section (4½) provides a method for annexing new territory to the county sanitation district.

Section 5½, another new section, provides a salary of \$10.00 per meeting for directors instead of \$5.00 per meeting as at present.

Another new section (23½) provides a method for dissolving the district. (A. B. 765, Scofield).

**PURCHASING SCHOOL SUPPLIES:** An important measure authorizing centralized purchasing of school supplies. Its use is mandatory in country school districts but merely permissive in city boards of education. (A. B. 819, Carter).

**POLICE PROTECTION DISTRICTS:** A new law authorizing creation of such districts and providing for a board of police commissioners. Just what matters the commission shall have jurisdiction over is not clearly disclosed except that in section 21 it is provided that they may adopt ordinances for the protection of life and property and the government of the inhabitants. It has been charged that this provision is in conflict with Article XI section 11 of the constitution.

In the Werner case reported in 129 Cal. 567, the supreme court held that the power of enacting penal legislation must be confined to municipalities, and that it is not contemplated that the state shall be overloaded with innumerable legislative bodies, each having the power to send citizens to jail. (A. B. 544, Reindollar).

**CITY MANAGER GOVERNMENT FOR SIXTH CLASS CITIES:** An amendment to section 852a of the Municipal Corporation Act so as to provide that cities of the sixth class may adopt the city manager form of government upon a majority vote of their electors. (A. B. 589, Brock).

**EXCLUSION ACT AMENDMENT:** This measure amends the Act of 1889 providing for the exclusion of incorporated territory by addition of a proviso that if the proposition is carried, an abstract of the vote must be filed with the Secretary of State, whereupon he shall file a certificate with the city clerk and board of supervisors certifying that such abstract has been filed accordingly. (A. B. 974, Brock).

**THE RIGHT TO USE WATER AND GAS SYSTEMS:** A new act designed to remove any legal question as to the right of a city or county to make use of water and gas pipes which have been installed under any of the street improvement acts. The legislative bodies of both cities and counties are now empowered to install water pipes and gas pipes under the street improvement acts and assess the cost on the district or property benefited. However, there is no express authority for the city or county to make use of these pipes after they have been so installed and this measure is designed to remove any question concerning the necessary authority for their use. (A. B. 1101, Feigenbaum).

**THE RETENTION OF FINES AND FORFEITURES:** A new measure designed to enable cities of the fifth and sixth class to retain all fines and forfeitures imposed by the town recorders for infractions of the state laws since the decision handed down by the supreme court in the case of *FRESNO COUNTY v. SHAW* (72 Cal. Ap. 357), and which have not been turned over to the county. Many cities have kept the fines and forfeitures imposed notwithstanding the decision of the court, and this measure is designed to legalize their action in so doing. (A. B. 1185, Crittenden).

**METROPOLITAN WATER DISTRICTS:** A new measure similar to the one which was introduced two years ago on behalf of the city of Los Angeles and the municipalities in the vicinity thereof. A similar measure was introduced in the



legislature two years ago but failed of passage. It has been given further serious consideration since that time and its provisions have been very carefully worked out. (S. B. 132, Swing).

**WEED ACT OF 1915:** An amendment to section 7 of the act which provides for the removal of weeds, by the addition of a proviso that the cost may be added to the tax bill when the taxes are collected by the county officials. The bill fails to make any provision for collecting a weed assessment where the taxes are collected by the county officials. (S. B. 143, Taylor).

**IMPROVEMENT ACT OF 1911:** Amendments to section 2 of the act by adding new matter in paragraphs I, K, and L so as to authorize the planting of ornamental trees, the construction of wharves and docks and the installation of gas pipes. (S. B. 192, Weller).

**ORDINANCES ADOPTING CODES BY REFERENCE:** A new act which provides that municipalities may pass an ordinance adopting a model building code, an electrical code or a plumbing code by simple reference to such code, provided at least two copies thereof have been printed and filed with the city clerk. The object of the measure is to enable lengthy codes to be adopted by this method of simple reference without the necessity of a republication in full. (S. B. 247, Swing).

**ANNEXATION ACT OF 1913:** An amendment to section 9 providing that annexation proceedings in new territory or proposed new territory do not affect the legality of any street improvement proceedings which might be pending at the time of annexation but that the same may be continued and consummated by the legislative body which had initiated the proceedings. (S. B. 277, Lyon).

**AUTHORIZING THE SALE OF PARK LANDS:** This measure would authorize a city to sell lands which had been acquired for park purposes and after such sale to acquire other park lands more suitable, on the condition that the proposition be first submitted to the people and received a two-thirds vote approving the proposition. (S. B. 266, Mueller).

**STREET OPENING BOND ACT OF 1921:** This measure was drawn for the purpose of clarifying the law relating to the sale of bonds under the Street Opening Act of 1921. It would dispose of any question concerning the legality of the methods now used in the disposition of this type of bonds, where in some instances they remain unsalable for a considerable time until a certain amount of interest has accumulated. It is required that they be sold at par and there is a question whether the word "par" covers accrued interest. The amendment protects the property owner by providing that they cannot be sold for less than the amount of the assessment, and therefore would not make any difference in the cost of the work. (S. B. 297, Lyon).

**ADVERTISING TAX:** A new measure which would permit cities to expend money for advertising purposes. Cities of the sixth class are now authorized to levy taxes for music and promotion. This would clarify the language and also authorize the 4 fifth class cities to expend money for that purpose. (S. B. 304, Lyon).

**LIGHTING DISTRICT FUNDS:** This measure amends the Act of 1909 which provides for the establishment of lighting districts in unincorporated territory by changing the language in section 18b so as to provide in more detail just how the funds of such a district shall be divided in case the whole or portion thereof is annexed to a municipality. Another amendment adds a new section to be known as section 18d which provides more detailed procedure relating to the exclusion of territory from the lighting district. (S. B. 324, Weller).

## Sacramento - September 19 to 23

### The Convention City

Where You'll Enjoy Its Many Parks and Other Natural Beauties

Plans are already in motion for the entertainment of the 2,000 Delegates who will attend the 1927 Convention of the League of California Municipalities in Sacramento.

In addition to assisting the State with the provision of ideal convention arrangements, extensive preparations are on foot for the social and fraternal side of this gathering—California's Greatest Assembly of Public Officials.

The officers of the Convention Committee appointed early in the year are as follows: General Chairman, Councilman John H. Miller, Vice-President of the City Council; Vice-Chairman, Councilman C. H. S. Bidwell; Secretary, H. G. Denton, City Clerk; Treasurer, Fred L. Martin; Ex-officio, A. E. Goddard, May-

or; Ex-officio, H. C. Bottorff, City Manager.

Special attractions are to be offered in side tours or vacation trips to Lake Tahoe, Feather River Canyon, Mt. Lassen, Mt. Shasta, the Redwoods and Lake County's Natural wonders, that is, unless Sacramento's attractions so content you, that no further place is sought for the pleasure of your trip to the convention. Come and let us prove our claim as to the outstanding beauty of our—

#### NATURAL PARKS AND STREET TREES

By F. N. EVANS, City Landscape Architect

Any city's parks and street trees stand out as among her striking attractions. Situated in a region where the summer season is long, the parks and trees of



Park Scene—Sacramento Municipal Golf Course.

Sacramento are doubly appreciated by visitors and the people of that city.

There was a time, not long ago, when the function of public parks was considered to be entirely that of an ornament; that the aim and goal of the public reservation was thought to be reached when the community was "dressed up" by them. Now the swing is in the direction of "Parks for Use," and this is a healthy move in municipal development too. The idea of looks is not to be lost sight of for a moment in the planning and upkeep of parks, for trees, shrubs, and flowers are just as welcome and necessary as ever, but the need of space for play and recreation is becoming always a greater problem in our cities, and therefore parks and open spaces must pay their way in service to the public.

Sacramento's public park areas amount to some twelve hundred acres, and added to this total is that of Capitol Park and the Sutter Fort grounds, under state control, making an additional forty acres to which the public has free access.

The beginning of the present park system dates back to the grant given by General Sutter in 1849 of several city blocks located at regular intervals on the old town plan and specified to be used for public purposes.

Gradually other areas were acquired by purchase and by gift. The upkeep of the older parks, and the layout and gradual construction of new ones is a labor that is full both of its puzzling situations and its unalloyed pleasures. There is always in it, at least, the feeling that the City is creating and building up something that will give pleasure and count for the health of the public. It is insufficient to speak of the subject of our parks without a mention of our street trees, for the two are closely bound together. Not long ago a count of the trees in the older section of the city was made. The total was something over sixteen thousand. As the newer annexed territory is likewise planted with trees and covers an area as large as the old section, we can safely calculate the total number of street trees as a little over thirty-two thousand.

The care of the street trees is a subject by itself, and space prohibits its discussion here. Suffice it to say that, like the parks, the trees are worth to the public all of the care and effort they entail. Their wide canopy of shade, and the refreshing green of the foliage forms we believe, one of our city's chief attractions. They are in any city a heritage to be guarded.

## **BENT CONCRETE PIPE co.**

**419 Grosse Building, Los Angeles**

**Machine-made Concrete Sewer Pipe - Reinforced Concrete Pipe**

**Concrete Electrical Conduit**

***ANY KIND - ANY SIZE - ANYWHERE.***



## A REVIEW

OF THE

## Manual Recently Issued by the Outdoor Advertising Association of America

By H. A. POSTLETHWAITE

There has recently come to our desk a leather-bound handbook which should be of interest to city officials and others whose responsibilities require a certain knowledge of the manner in which billboards are built and maintained. This book is entitled "The Manual of the Outdoor Advertising Association of America." While its purpose is to serve as an instruction book for the members of that Association, nevertheless it is a very definite expression of the industry.

The Outdoor Advertising Association is a national organization of those engaged in "organized outdoor advertising" and its members probably own and operate over 90% of all the billboards in the United States and Canada. According to the Manual, the members operate outdoor advertising "plants" in approximately 15,000 cities and towns. It would appear, therefore, that what this Association might advocate, would be the rule of the outdoor advertising business. We feel that this Manual is worth considerable attention on the part of municipal authorities on the Pacific Coast as the outdoor advertising structures in most of our cities are operated by members of this Association.

The book is replete with carefully prepared plans and specifications for the erection of billboards of standard types and sizes. It would appear that nothing has been omitted by the Engineers in the preparation of these drawings to make them complete in every detail and yet as simple as possible. It would be our opinion that there should be no excuse for any member to build a billboard from these plans that would not be wholly sub-

stantial and at the same time workmanlike in appearance. Further than this, the new structures are designed to be much more attractive through the use of ornamental mouldings, lattice work, etc. The regulations set forth require that these new structures are to be built under a five year program which makes it mandatory upon every member that he have nothing but structures of these types under his control at the end of five years.

The book is well written and illustrated and the subject is presented in very logical sequence. The first chapter is devoted to "Advertising and Modern Merchandising," and then, after setting forth the factors which make outdoor advertising valuable to the advertiser, the next chapter deals with the selection of the proper sites for billboards and lays down rules for the manner of locating them. Here are some of the rules as taken from the By-Laws of the Association:

## Article IX—Standard of Membership.

Section 1. Standards of Practice. Members of the Association, both painted display and poster advertising operators, shall not place or post structures or copy:

- (1) so as to create a hazard to traffic,
- (2) on rocks, posts, trees, fences, barricades or daubs,

- (3) on streets and/or those portions of streets which are purely residential in their nature or in other locations where the resentment of reasonably minded persons would be justified,

- (4) on streets facing public parks where the streets surrounding the park are residential,



(5) on any locations except property either owned or leased,

(6) in locations that interfere with the view of natural scenic beauty spots.

(7) Members are prohibited from tacking, pasting, tying or erecting cards, panels, or signs of any description except the erection of structures that conform to Association standards and Members are likewise prohibited from permitting these acts to be done by any person under the authority of their license.

The following regulations also appear in the book:

**CLEAN LOCATIONS:** The premises surrounding a poster structure must be kept clean, and any refuse removed therefrom promptly. Weeds must be cut whenever necessary in order to maintain the premises in an orderly and sightly condition.

**PAINTING OF MOULDINGS:** The mouldings and lattice work on non-illu-

minated poster panels must be painted with the standard green paint regularly each year and more often if necessary in order that they will appear at all times clean and freshly painted. The mouldings and lattice work on illuminated poster panels must be painted every six months or more often if necessary in order that they will appear at all times clean and freshly painted.

**PAINTING BACKS OF STRUCTURES:** The backs of all posting structures must be painted a uniform olive green color at the time of erection and at subsequent intervals as required to maintain them in a sightly condition.

**SEMI-ANNUAL INSPECTION:** All posting structures must be thoroughly inspected at least twice each year for structural defects. They must be in a safe and secure condition at all times.

Many other rules governing the selection of sites for billboards and providing



New standardized outdoor advertising structures as erected by members of the Outdoor Advertising Association of America.





"Sniping." This form of indiscriminate outdoor advertising should be severely restricted.

for the manner of their operation, are definitely set forth, so that we are brought to a realization that this program adopted by this industry is bound to result in a nation-wide refinement in the conduct of this business. It is evident that the purpose of the Association is to make available to manufacturers and producers a nation-wide advertising service and at the same time provide for the operation of this business in conformity with the best accepted municipal regulations.

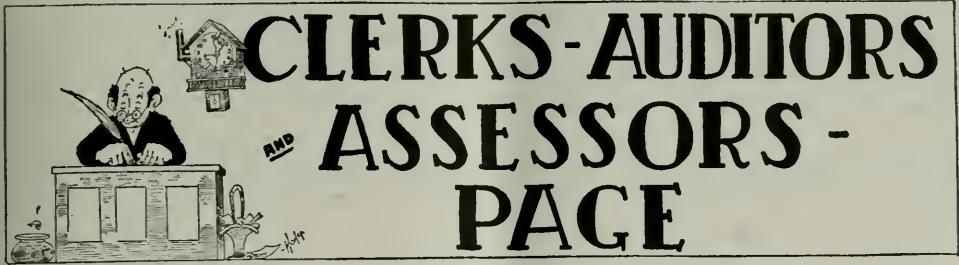
It is an excellent example of a business which seeks to regulate itself by constructive measures and one which should bear excellent fruit.

Accompanying this Manual when it came upon our desk was a reprint of a speech on advertising delivered recently by President Coolidge. There appears to be much in agreement between what the Manual of the Outdoor Advertising Association and our President have to say on the subject of advertising. Here-with are some excerpts from the President's speech:

"We look at our economic conditions

upon which we are absolutely dependent for the comforts and even the necessities of life, and forgetting that it all rests upon industry, thrift and management, dismiss it lightly as a matter that does not concern us . . . ; but as we turn through the pages of the press and the periodicals, as we catch the flash of billboards along the railroads and the highways all of which have become enormous vehicles of the advertising art, I doubt if we realize at all the important part that these displays are coming more and more to play in modern life. Even the most casual observation, however, reveals to us that advertising has become a great business. . . . The pre-eminence of America in industry, which has constantly brought about a reduction of cost, has come very largely through mass production. Mass production is only possible where there is mass demand. Mass demand has been created almost entirely through the development of advertising. . . . It is to be seen that advertising is not an economic waste. It ministers to the true development of

(Continued on page 184)



Edited by WM. E. VARCOE, of Alameda.

WHEN the stately mountains call—  
 WHEN the babbling brooks babble—  
 WHEN the educated trout lures—  
 WITH gasoline 19c per gallon—  
 “Ain’t it a grand an’ glorious feelin’?”

### VACATION TIME IS HERE!

For the above reasons, and also for the still further and *more to the point* reason that your Editor has not received any articles for publication from our members,

he offers an apology for this issue of our page.

The congratulations and good wishes of this department are extended to our fellow worker Frank Merritt upon his recent appointment to the office of City Clerk of Oakland. Frank is not only a Past President of this department, but he has also had the honor of serving a term as President of the League, and I am sure the entire League membership joins this department in the congratulations now extended.

## CITY PLANNING SECTION

Edited by HON. FRANK D. STRINGHAM.

### PAPER WORK OF ZONING

By H. G. DENTON, Sacramento

“Too much red tape” contends the applicant for rezoning! “There is no apparent reason for such extraneous demand of ME” he asserts! Such objection, familiar to City Planning Boards, is justified unless the paper work of zoning “works.” If the forms produce and deliver the volume of practical detail involved in a rezoning matter, then the so-called “red tape” becomes an invaluable guide to the City and of greatest instant or eventual benefit to applicant.

The part played on paper in considering or acceding to a request for reclassification is that of presenting a clear and

intelligent picture of every detail of the subject for the information of all concerned.

A comprehensive record of all known facts in a rezoning matter is of inestimable value to the applicant as well as the City for present consideration or future reference. Such data will always reveal justice and often protect the City in its conclusions. Many worthy projects can be lost by a City if the wrong impressions on paper predominate. Frequent embarrassment of the Planning Board and City Council can be eliminated if their position is clearly depicted and supported by a graphic survey of record.

Sacramento while penetrating a transition of unprecedented industrial and commercial growth and the development of many new residential sections was confronted with real zoning problems. In its determination to face the issue, the City Government, cognizant of the importance of new legislation to encourage and assist in the advance of progress, provided the procedure it believed would adequately meet the situation. It is therefore the purpose of the Sacramento Ordinance not to restrictively regulate without constructively benefiting the situation.

A complete survey of the City's four years experience in rezoning proceedings, together with a study of the legislative provisions and results of the cities most advanced in the question of zoning, was the basis upon which the ordinance was constructed. It was also necessary to hold in view the fact that the City was soon to consider engagement of consultants to prepare a master plan of the City. Certain requirements of the ordinance are for the purpose of better acquainting the public with the underlying principles and the ultimate aims of zoning.

The Ordinance is also drawn so as to comply in all respects with the Constitution and Statutes. While all zoning matters are referred to the City Planning Board for report, the Board's action is advisory only. The City Council of Sacramento believes in this form of planning organization and that the greatest results are attained through the directory provisions of the ordinance.

Under the City's previous ordinance the Council found it a difficult task to act consistently on rezoning matters which resulted in the growing need of a uniform basis upon which requests could be considered and determined.

The provisions of the present zoning ordinance having been in effect nearly a year, have proved ideal both to the Coun-

cil and Planning Board. Where friction was the result heretofore, harmony now exists. Reference of all zoning applicants to the Planning Board has relieved the Council of a tremendous problem with which it did not have sufficient time to cope. There are certain original features of the ordinance, that although directory in nature are of very material help to the Board in accomplishing the highest in zoning.

The Sacramento Ordinance requires when an owner or owners of property desire to reclassify that an application, petition, list of owners within 500 feet radius, and a map of that district containing certain information be submitted. There is presented a list of instructions to the applicant first, giving in detail each step of the procedure and fully explaining purposes of each requirement; so worded as to indicate to the applicant that the Planning Board and Council is desirous of acting only for the best interests of the City at large and ultimate benefit of property owner. The Chairman of the Board informally offers to confer with any applicant before application is made, by which surprising results are often obtained.

The application referred to must set forth the legal description of the property, existing and classification desired and signatory spaces. Application must be accompanied by a petition bearing the signatures of the owners of at least 25% of the property within 500 foot radius. This percentage must be represented on petition before City Clerk can accept same for filing. If applicant can secure 75% of the property representation within 500 foot radius, the Planning Board is authorized to act thereon without hearing after the expiration of at least one week. If application is accompanied by a petition of 100%, the Board can make its recommendation forthwith. In adopting

*(Continued on page 183)*



## ENGINEERS' SECTION

To be edited monthly under the supervision of W. B. Hogan of Stockton, Chairman of the Department of Engineers, Councilmen and Street Superintendents.

### MODERN STREET LIGHTING

By W. L. POPP,  
City Engineer of San Jose, California

If we can believe that a man is known by the company he keeps, or by the clothes he wears, we have good reason to believe that a City is judged by the illumination of its streets and boulevards. This, I believe, is especially true of the main business streets and routes of through traffic. From the dignified advertising quality expressed by the sparkling crystal "life" of light, with the inestimable important factor of safety to life and property, the ease and comfort to operators of vehicles, the guidance to strangers in keeping on main arteries, to the unlimited possibilities for the development of artistic means of supporting lighting units, no other problem of city service perhaps offers such an interesting study.

It was with a realization of the importance of these and other features that the City Council, the City Planning Commission and the Engineering Department of the City of San Jose cooperated fully in the establishment of a proposed new street lighting system of which the first units have just been completed. Although San Jose is by no means the first city to discard the obsolete "Cluster" electroliers which were at their time of installation such a sign of progressive civic development, it perhaps has embarked upon the installation of as modern a street lighting system as can be found in the country. This was made possible to some extent by taking advantage of the success and failures of details

of earlier installations of modern street lighting.

To begin with, the Council, City Manager and the City Planning Commission determined that before any block of lighting be considered, a standard post and lighting scheme be developed which would preclude the possibility of haphazard lighting or non-conforming units on different streets and in different sections of the City. Accordingly the City Planning Commission and the Engineering Department developed a "Family" of lighting standards which would be properly designed for illumination, structurally correct, easy to maintain, accommodate the future development of lighting equipment, and in addition be an artistic credit to the City.

The most unique feature is that the standards as provided are a distinct "San Jose" standard for the entire City. The City Planning Commission employed a local designer to incorporate its and the Engineering Department's ideas into a post of architectural beauty. Many cities have done this for certain streets but San Jose adopted a uniform system, when it designed its "family" of standards. It was realized that no amount of study could determine the character of a street frontage development any number of years in advance. It was found that three posts would be necessary to cover the field of lighting namely, intensive up-town business, secondary business, and residential lighting.

For flexibility and economy the same post is used for uptown and secondary business. The post when used for the former supports a double branching casting for the duplex lighting units, and for the latter a single collar-like casting supporting a single lighting fixture is used.

Accordingly a secondary business street which may later develop into an uptown business street can change the standards to the duplex lighting by the addition of a sectional casting and an additional lighting unit without the loss or scrapping of the initial installation. The post (being the same for both types) has sufficient room for the installation of the larger transformers. The parts of the old equipment inside the posts not usable can all be salvaged for other semi-business lighting projects. The residential standard is a complete post smaller than the other. However, all designs were made so that correct proportions were obtained and further that the smaller post has the same architectural treatment.

The duplex standards are 18½ feet to light centers, the semi-business 15 feet and the residential 12 feet. The bases of the larger posts are 22 inches square and although tapering in slightly have a so-called "high base," with a dimension of 17 inches 2 feet above sidewalk. This provides maximum room for electrical equipment without submerging same into concrete piers but a short distance, thereby securing accessibility. All business standards are designed with lugs and bolts near the top to take the specified three inch galvanized steel pipe which is embedded in the concrete foundations. This is a safety feature to protect the public from a falling portion in case a very great blow is given a pole tending to snap and break the upper parts away from their supports.

After the drawings for the posts were submitted by the City Planning Com-

mission and adopted by the City Council, the Engineering Department designed a preliminary key map spacing and locating all proposed electrolier installations in the business, and semi-business districts, and on major traffic boulevards. This was submitted to the power company in order that through the cooperation of the City and Company Engineers study and arrangement could be made so that each individual job would dovetail into a master plan, thus assuring proper and economical sizes of conductor, conduit, and distributing transformers, etc. By means of the map all parties concerned could "look ahead" in determining underground work, electrical manhole installations, etc.

It can be stated here that the greatest difficulty experienced was in appeasing the impatience of the progressive property owners fronting on the first two jobs until the above described plan of electroliers for the entire district could be developed. However, as soon as the Engineering Department had the plans ready, proceedings were started under the provisions of The 1911 Act and installations were first lighted on Armistice Day. The greatest satisfaction was expressed by all, and the brilliance and quality of lighting was greater than any of the owners had anticipated. Although greater lighting intensities are obtained in larger cities, few if any, have the uniformity of light and absence of glare as given by these installations. Spacing of our electroliers range from 100 feet to 135 feet, according to street width, candle power of lights used, and other controlling illumination engineering factors. However, modifications of spacing must be made in order not to block permanent driveways, cellar doors, etc., although the removal of smaller obstacles is called for in our plans. A check by means of a photometer was made to prove up on

*(Continued on page 181)*

# Garbage Disposal in the City of Oakland

## GARBAGE PARK—A NEW IDEA

By W. W. HARMON,

Superintendent of Streets and Ex-Officio City Engineer.

Garden lovers of Oakland, California, are not content to stop at beautifying the back yard to the complete concealment of the household garbage can, but extend their landscaping to the city garbage dump, as well.

Backed by the green Contra Costa hills outlining the Campanile clock tower on the distant university campus, facing the Golden Gate across a bay ever changing in the hourly play of light and color under prevailing moods of sun, clouds or gentle fog, Garbage Park is a public utility in the process of being made lovelier.

In most cities, the garbage disposal site is ugly, offensive, and often affects an entire neighborhood. But Superintendent of Streets and Ex-Officio City Engineer W. W. Harmon, whose idea it was, could not consider his latest project completed, nor finished in workmanlike manner, without regard for a setting worthy of the two gracefully poised cranes he designed, with their patterned trestle-work looming picturesquely against sky and water, and beneath them the great, red, boxsided steam barges swinging alongside the wharf.

A tribute to city engineering and landscaping, stands Garbage Park, dedicated on November 11, 1926, sponsored by its engineer-builder, with a flag-raising ceremony.

### OUT BEYOND THE GOLDEN GATE

Oakland garbage disposal is handled by the Department of Streets. The City recently was faced with the need for a new method of taking care of its garbage, and out of several propositions there was finally adopted and put into successful

operation the disposal-at-sea system, of dumping 40 miles out beyond the Golden Gate. The city hauls to the loading wharf on the western water front, and provides means for handling and filling the steamer barges owned by the removal contractors. On the wharf is installed the automatic garbage loader, machinery and operators' house, all steel framework. The plant handles 270 tons a day, the bulk being loaded between the hours of 1:30 and 4:00 P. M. Each ship requires two days to load, and dumps in a few minutes. On the way in, it receives a thorough hosing with sea water, and each evening the loading wharf and skips are similarly washed.

There is a great, square, steel skip with hinged bottom, which slides filled to the end of the crane and lowers by wire-stranded cable to drop its load inside the barge, returning to be replaced by another full skip. Is there that unmistakable odor? Yes—of honeysuckle, roses, fresh grass, and the clean, salt-tanged breeze blowing about the bay through the Gate! Under such circumstances, visitors are tempted to stroll close to watch the smooth working of the huge unit, moving easily back and forth on a track to pick up the waiting skips quickly filled by the passing string of trucks and wagons. Beside it is a duplicate auxiliary, ready to take up work if needed. As near, indeed, to everyday home life as the house water, heating, and sewer systems, lies this labor saving device of modern engineering skill and ingenuity. It ranks as fairly in its marine and garden surroundings as do those smaller domestic engineering achievements privately installed.



From a sanitary standpoint, the system is as efficient as is possible for this kind of work. The plant is entirely free from rats and flies, and even the seagulls give it no attention. Formerly, city garbage was used to fill in the extending water front, and was compacted down and covered with sand pumped in from the bottom of the bay. This method, however, had to be discontinued on account of rat infestation.

#### RYE GRASS AND FLOWERING SHRUBS

The present site was filled in with ocean-dredged sand, which carried 6 to 7 per cent salt, but washed itself to 1½ per cent—an amount beneficial to plant growth. Before long there was a luxuriant stand of wild grass and sunflowers. Tomato seeds blown over from an adjacent cannery took root and produced many a luscious supplement to the workmen's noontide lunches.

The gardens are laid around and inside a triangle of graded roadway, leading from the weighing house at the entrance northwesterly past a space devoted to burning old boxes, to the loading platform along the west of the one and one-half acre tract, thence back along the south side to weigh out at the entrance again. The central plot is grass planted, with a raised mound in the center, topped with ornamental grass. There is also a bed of brilliant canna, various rose bushes and shiny-leaved flowering shrubs, which flourish so well in northern California climate. Ivy will cover the slope to the water which backs the dumping

platform, just touching the bank. Herbaceous plants form borders. A natural arrangement is adhered to. The edging of the road is trimly effective with a row of flat, white, broken cement paving stone. Rye grass is planted on the south side between weighing and tool house, and another shrub and lawn garden lies on the northeast inside the fence as far as the burning space. Northward still is another triangular piece being cleared and leveled for planting. Later the roadway will be graveled. Several young trees have been set out and are well along. Neat, low, wooden rail fences, tank-and-pump house, weighing and tool houses are all painted white and a chain swings between two low entrance posts.

The caretaker divides his time with other duties. Trucks coming in are so carefully loaded, that only an occasional bit of paper or cabbage leaf flutters to the driveway. Plants, trees, and their placing have all been contributed by interested citizens, and no expense was involved for these. The amount of care required is minimum. Climate of the bay region is equable and moist throughout the year, with seasonal extremes of rainy weather. The same possibilities exist for localities less favored, however, except, perhaps, in the advantage of scenic attraction. Combined beauty and utility, of course, are seldom impossible where there exists vision and a regard for order.

A pretty oasis in the stretch of waste land jutting out into the bay, Garbage Park is already an objective for sunset driving.

#### EXECUTIVE AVAILABLE

A young, experienced, aggressive executive desires to locate in California. Graduate Civil Engineer and M. S. in Public Administration. Over 12 years practical experience in municipal, sanitary and public health work with nationally known firms and governmental agencies. Especially trained and qualified in public and private administration. Available as City Manager, Ass't City Manager or Executive Secretary.

Apply to Pacific Municipalities.

# Standards of Adequate Fire Protection

By GEORGE W. BOOTH

*Chief Engineer, National Board of Fire Underwriters*

*In the National Municipal Review of April, 1927*

*Measurements such as any citizen may apply to the fire-fighting forces of his own city.*

For more than a score of years the engineers of The National Board of Fire Underwriters have been surveying and assaying the fire defenses of the larger municipalities of the country and as a result of their experience have devised what is known as the "Standard Grading Schedule." This is in the nature of a detailed fire hazard diagnosis. The factors given particular attention include water supply and distribution, structural conditions, building codes, fire department equipment and operation, administration of hazardous occupancies, etc. The total scoring embraces 5,000 points, of which the fire department's share is 1,500. The qualifications of the chief departmental executive, company officers, methods of appointment, enlistment and promotion, retirement provisions and many similar items are given attention.

## I

The number of engines or hose companies required by the schedule is predicated upon a formula devised in the light of experience and is based on total population and the motive force of the apparatus. The ordinary formula for motor equipment is  $0.85 \text{ plus } 0.12 \text{ P}$ , the letter P representing the population in thousands.

Cities of over 20,000 require ladder companies equal to  $1 \text{ plus } 0.03 \text{ P}$ , and an aerial ladder is called for in districts where there are five or more buildings four stories or higher. Reserve trucks should be provided in the proportion of one to five of those regularly in use.

In regard to the distribution of fire

companies, it is held that in a mercantile or manufacturing district there should be at least one engine or hose company of the horse-drawn variety within a distance of one-half mile of every point, and a ladder company within a three-quarter mile distance. If the apparatus is of the automobile type, one-quarter of a mile is added in each case. In residential sections, the distance may range from a mile to a mile and a half for engines and hose wagons and from one and one-half to two miles for ladder trucks.

The ideal company membership in high-value districts where the apparatus is horse-drawn, calls for the following minimums:

<i>High Value District</i>	<i>Day</i>	<i>Night</i>
Engine.....	7	9
Hose.....	5	7
Ladder.....	7	9
Water tower.....	1	1

Slightly smaller numbers are permitted in engine companies where only motor driven apparatus is employed.

Ladder companies equipped with quick-raising devices on the aerial ladder require one man less on each shift.

The addition of two men for each company on the night shift is due to the increased difficulty of operation at night.

As far as engine capacity is concerned, it should be two-thirds of the required fire-flow, as determined by the water supply grading, with credit given for available fire-flow at 50, 60 or 75 pounds residual pressure, depending upon the number of high buildings. Reserve engines should be provided so that if

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one-eighth of the number of regular pieces of apparatus are out of service, there will be no deficiency.

The equipment should include powerful stream appliances, such as turret-nozzles, deluge sets, siamese couplings, cellar pipes and ladder pipes. Water-towers are required in districts having more than ten six-story buildings.

All hose and ladder companies should be equipped with small extinguishers and it is best for hose wagons to carry chemical tanks of at least 35 gallons capacity, since the quick use of the small streams from these tanks is of material assistance in keeping down water damage.

Hose requirements call for at least 1,000 feet of 2½-inch, or larger hose, per company with an equal amount of reserve, and a loaded reserve wagon should be kept on hand for emergency use. Owing to the decreased loss by friction it is suggested that hose companies responding to alarms in congested districts carry 500 feet of 3-inch hose, and engine companies and other hose companies, 200 feet each. All hose should be tested regularly, since mere visual inspection will not reveal all defects.

## II

An important requirement in the interest of fire department efficiency calls for the regular drilling of the men by an experienced officer, the exercises embracing training in modern methods of fire fighting and also physical culture. Discipline should be strict.

While it is recognized that there are defects in the civil service method of appointment where selections are based entirely upon the outcome of examination, it is nevertheless believed that the appointment and promotion of all fire department employes under this system is productive of the most satisfactory operations. Political appointments have

a number of unfavorable aspects including the likelihood of changes every few years. The best results are obtained where the fire chief and his higher officers are not subject to political pressure, or dismissal for party reasons. It should be appreciated, however, that retirement should take place after both officers and men have reached the point where their efficiency is no longer at par. It is believed that the retiring age should be the same as that which rules in the army and navy. A fire chief is, during a conflagration, under a strain comparable to that experienced by an army officer in battle, and he knows that if he is disabled at such a time, or makes an unwise move, the consequences may be disastrous both to life and property.

Building inspections should be made periodically by firemen and company officers, who should be empowered by law to enforce corrective measures.

Other factors taken into consideration in connection with fire department operation are response to alarms, actual performance at fires, and physical conditions that have to be overcome, such as obstructions due to overhead wires, railroad crossings, poor city pavements, and so on.

It is maintained that a good water supply system in a city where the fire department is poor, or vice versa, does not result in protection as effective as that which would prevail if both were only fairly good.

## III

The fire alarm system is of great importance. Boxes should not be more than 500 feet distant from any building in mercantile and manufacturing sections and not over 800 feet distant in closely built residential areas. They should be of the so-called non-interference, succession type which in the case of simultaneous alarms permits each box to transmit its signal without

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confusion. Keyless boxes are favored since there is always a loss of time in obtaining the key from some neighborhood cache. The National Board recommends that there should be not more than twenty boxes on one circuit and that the fire alarm headquarters should be in a fire-resistive building, situated in an isolated spot such as a park or large square. The fire alarm system is

marked for 550 points of efficiency, the police department for 50 and the building laws for 200.

Climatic conditions must likewise be taken into account since prolonged dry spells, or severe cold weather with heavy snow falls and high winds, increase the likelihood of fire and affect operations as well as the response to fire alarms.

## BUREAU OF THE PUBLIC HEALTH SERVICE

Washington

May 14, 1927.

**Summer Camps in New Jersey.** C. K. Blanchard. Public Health News, New Jersey State Department of Health, Vol. 12, No. 5, April, 1927. pp. 108-113.

This article, which is a paper read before the New Jersey Sanitary Association, gives a simple classification of summer camps exclusive of labor and construction camps, as (1) summer camps of single families or small groups of persons; (2) camps maintained by organizations for boys, girls or adults; (3) camps maintained for the use of automobile tourists.

The writer believes that camps in the first class are a more serious menace to public health than those of other groups, but that their sanitation is clearly a local problem. Camps of the third class are not so important in New Jersey as in many states due to the short period of time necessary to cross the State. This relatively short travel period reduces the demand for overnight camps.

Camps of the second class are most important. While the water supplies are usually carefully chosen and protected, a good food supply provided and the use of chemical toilets or safe, fly-tight privies is increasing, there nevertheless are a number of improvements necessary in the larger of these camps before their equipment or protection can be entirely regarded as sanitary. The writer discusses various stages of the problem and suggests as a matter of discussion the plan for their control which basically would require the licensing of such camps either by the State Department of Health or by the local city or town. The issuance of such licenses would be dependent upon compliance with the requirements which would be specified for their adequate sanitation. To place such a system of licensing into effect would require additional provisions by law and in the State Sanitary Code covering the operation and maintenance of such camps.—E. C. Sullivan.

**Smoke and Dust.** F. Bordas. Fumées et poussières. Ann. d'Hyg. Pub. Indust. et Sociale. 1926, v. 4, 701-31. (Abstracted by E. L. Collis) From Bulletin of Hygiene, Vol. 2, No. 3, March, 1927. p. 178.

"This article deals essentially with atmospheric pollution by the products of combustion of coal. Smoke and dust may coexist, or either may be present alone. Ancient theories on the atmospheric origin of diseases are quoted, from Hippocrates onwards. Then come references to modern observations: in Pittsburgh 1,031 tons of soot are deposited annually on a square mile, 820 in Glasgow and 539 in Leeds. Such facts have led to the smoke-abatement movement in England, which is equally required in other countries. We breathe six times more air by weight than we consume of food and liquid; hence the purity of the air is even more important than that





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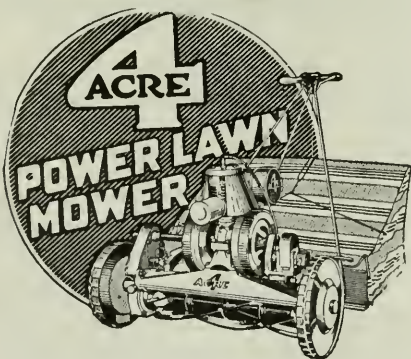
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of food and water. The finest of dust, of the order of 1 micron, may remain suspended in the air, say after a volcanic eruption, for 3 or 4 years. Dust is attracted by cold, dry surfaces, and repelled by warm, damp ones, such as the air passages. In fine weather in the country, 500 dust particles may be present per cubic centimeter of air but in the air of towns, like Glasgow, there are 3,500,000; on the Righi, in Switzerland the particles vary from 500 to 3,400. Much can be done to improve the position by care in burning coal, by teaching stokers how to stoke, and by using coke or gas for domestic fires.

"The smoke from domestic fires is said to be three times as much as is liberated from industrial chimneys. Thousands of tons of benzol, heavy oil and resin are being lost constantly into the air. Dust particles affect visibility; 1,000 particles per cc. prevent mountains 100 miles away from being seen; 100,000 particles reduce visibility to 1 mile; and 1,000,000 reduce it to 1-10 mile. Smoke also interferes with the sun's rays, reducing particularly long-wave radiations. Statistics are quoted from English data to show how much greater are death rates from respiratory diseases (other than tuberculosis) in smoky towns like Glasgow and Manchester, than in rural areas, a condition also found in Germany. The observations made by Dr. Owen for the Air Ministry, are quoted with approval in hope that other countries may follow suit. Economic advantages are to be gained from better use of coal fuel and the prevention of smoke, and simultaneously no small gain to the public health."—Arthur P. Miller.

**Importance of Heat in Preparing Foods.** W. W. Scofield, Chief, Bureau of Food and Drugs. Public Health News, New Jersey State Department of Health, Vol. 12, Nos. 3-4, February-March, 1927. pp. 89-90.

The author states that it is an interesting fact that almost without exception in instances where outbreaks of typhoid fever, scarlet fever, diphtheria, septic sore throat, diarrhea and enteritis have been traced to foods, they have been transmitted by foods which had not been properly heated. Although very considerable advances have been made in the manner in which food stuffs are prepared for sale and distribution, outbreaks of communicable disease transmitted through food stuffs, continue to occur. Moreover the application of the proper degrees of heat at the proper time to these foods will prevent the transmission of disease by them.

Mention is made of the ability of pasteurization of milk and other dairy products to destroy disease producing organisms and to prevent the transmission of disease by these foods unless the products are contaminated after pasteurization. The author makes mention of the outbreaks of communicable disease which have been caused at public gatherings through the serving of large numbers of people with cold foods prepared a considerable time in advance of the time of serving. Consequently there is always the danger of mass infection with disease germs of foods thus prepared if any of the handlers are carriers or ill with disease. Food for public gatherings is customarily cooked in advance and the cooked foods handled by individuals. Generally a moist mass of food is set aside until the time of serving and if the refrigerator or other place of storage is not maintained at a low temperature, the bacteria, if infected, will develop in great numbers.

The danger of eating spoiled canned goods is pointed out and it is recommended that people should inspect all canned foods to see that the exterior appearance of the cans is normal and that the ends of the cans do not bulge. Mention is made of the transmission of disease by raw or uncooked meat and shellfish.—E. C. Sullivan.





## Atlanta

[MAY 21, 1917]

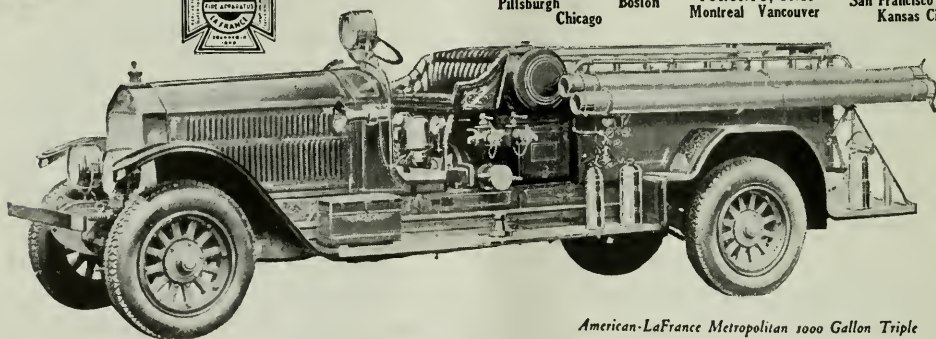
Probably the most serious fire ever suffered by Atlanta, Georgia, started in the afternoon of May 21, 1917.

It was only by the most heroic and strenuous efforts on the part of the Atlanta Fire Department that the fire was finally checked.

Starting in the afternoon of May 21st in the Candler Warehouse, the flames—aided by a strong wind—spread from one section to another until five hundred buildings were destroyed, ten thousand rendered homeless, with a property loss of \$7,500,000.00.

When the fire finally spread to the Ponce de Leon section, dynamite was resorted to and houses in the path of the advancing sheet of flame went down to form a barrier of space against the onrush of fire. Late into the night and early into the morning engines pumped water on the raging flames in an effort to prevent further spread.

At last, after every trick of fire fighting had been brought into play, the fire was checked and finally extinguished.



## Great Fires of History

Atlanta's brave fire fighters were aided in extinguishing the great fire of 1917 by American-LaFrance Fire Apparatus. Starting in 1912 with a small order, Atlanta has constantly re-ordered American-LaFrance until its fleet now numbers thirty-two pieces of American-LaFrance equipment.

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**Chlorine Gas in the Technique of Sewage Purification.** Dr. H. Bach, Chief Chemist Emscher Corporation of Essen, Germany. *Technisches Gemeindeblatt*, vol. 28, 1925. pp. 159-167.

Because of the impoverished condition of the country, Germany is forced to forego the construction of complete sewage treatment works; chlorine gas disinfection appears to the author to supply the needs of health protection. A review of the properties and applications of chlorine to this end are presented in some detail.

The complex action of chlorine gas and of hypochlorites upon other substances in aqueous solution is discussed. "Materials in gaseous form are destroyed more rapidly by chlorine than are liquids, and these, in turn, more rapidly than solids." In addition to oxidation of organic matter, reaction products are probably generated by chlorine which are effective as plant and animal poisons even after the exhaustion of the free chlorine content.

For many reasons given by the author, chlorine gas is to be preferred to hypochlorites for sewage disinfection, and is accordingly coming into more general use. The development of the indirect method of chlorine application (that is, the formation first of chlorine water by solution of measured amounts of gas to water, and then addition of this solution to the water to be treated) both in America and Germany, is outlined. This method is now used exclusively for treatment of municipal sewage by chlorine.

The history of sewage disinfection is briefly sketched. Extensive experiments of the Emscher Corporation have indicated that to produce a disinfection resulting in a 99 per cent reduction of the bacteria (growing on gelatin plates) in concentrated fresh municipal sewage which has not as yet decayed to any appreciable extent, the following additions of chlorine proved necessary: (a) For crude, unclarified sewage containing fecal matter, 25 to 30 g. per cu. meter; (b) for sewage briefly ( $\frac{1}{2}$  hour) clarified by sedimentation, 15 to 20 g. per cu. meter; (c) for well clarified sewage, 10 to 15 g. per cu. meter.

If the sewage is stale, larger amounts of chlorine are required. In all cases a period of reaction is essential, generally from 30 to 15 minutes, depending on concentration, temperature, etc. Offensive odors of stale sewage, usually due to formation of sulphur compounds, may also be eliminated by chlorine treatment.

Chlorination of sewage as a substitute for biological treatment is discussed at length. Delay of decomposition may be obtained by chlorine frequently for a period long enough for the treated sewage to reach sufficiently large bodies of diluting water without creation of nuisance. However, "chlorinated sewage can not be considered the equal of effectually biologically purified effluents." Chlorine in combination with biological beds, and rapid sewage filters and for clarification of sludge is also discussed.—J. K. Hoskins.



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(Continued from page 168)

theoretical figures for maximum, minimum and average candle power determined to be delivered per square foot of street surface. This was made on both rainy and clear nights (due to variance of pavement absorption of light) and very satisfactory results obtained. Minimum was .45, maximum .65, and average .6 foot candles showing that minimum was obtained only over a small proportion of surface such as directly under posts, etc. Auto drivers are surprised for when they drive along lighted area they can barely notice difference when their headlights are turned off. In fact there is such an even lighting that small objects are seen with ease and without the strain accompanying the glaring path of light furnished by headlights. Proper street lighting is almost indirect lighting to the motorists. To prove the popularity of these electroliers approximately 30 blocks of uptown business property has petitioned for lights, since seeing the 6 blocks initially lighted. All posts are of cast iron and being of City design allow for open competition on all jobs. The lighting units selected were the Westinghouse Paragon type of unit and petitions received called for the Westinghouse equipment which is approved. To date all jobs have been ordered under the so-called petition system. Forms for petitions must be obtained from the Engineering Department. Estimated

unit costs, front foot costs, and all necessary data is given over the Engineer's signature, thus assuring property owners, "who first read what they sign," that there can be no misrepresentation by solicitors as to the costs.

Within practicable limits all property owners are assured of equal lighting service (taking into consideration the three types hereinbefore explained) as spacing and intensity of lamps are determined to give equal candle power per square foot. For example, for uptown business not less than .5 foot candles. Finally, a small but important fact, with regard to our standards, is worth stating. All the post castings provide holders for street name, traffic signs and decorating flags, etc. In addition to the splendid cooperation given by the officials and engineers of the Pacific Gas & Electric Company a great aid has been furnished by the illuminating engineers of the company furnishing the equipment. This was offered by all competing companies. Many valuable suggestions and engineering data were furnished by their engineers as demonstrated by the finished installation and final test. The field of street lighting offers great possibilities and it is hoped that other cities will furnish data and ideas which will aid in procuring flexibility and economy of change to conform to the development of our rapidly growing western communities.

## 1927 EDITION

(enlarged and amended)

# Street Improvement Acts of California

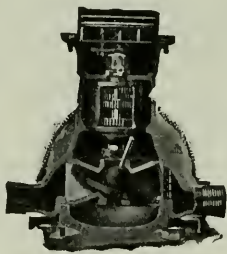
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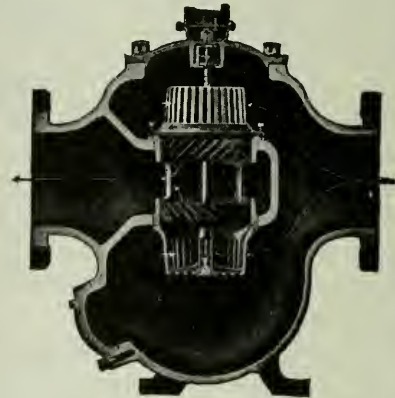
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*(Continued from page 166)*

the ordinance it was determined unless 25% could be secured in favor the change was unwarranted and if 75% or more were favorable no hearing was necessary by Planning Board.

The list of property owners within 500 foot radius must contain the name, post-office address and number of square feet in each parcel.

The map showing the property within a radius of 500 feet must have a key number to the owner designated on foregoing list, dimensions of the lot and whether improved or unimproved. This map must be drawn to scale of 1" to 80' which is of sufficient size for nearly every purpose of the Board. It is constantly referred to during the entire procedure and is used for various other purposes than herein mentioned.

When the application, petition, map and list are in due form and completed they are submitted to the City Clerk for approval and payment of \$10.00 filing fee with the City Cashier. This filing fee covers cost of advertising, mailing and posting notices and other incidental expenses to which the City is put for the special benefit of individual property owner. This is the average cost of carrying a rezoning application through channels in Sacramento.

The notice provided is published in the official newspaper three times to comply with ordinance, mailed to all property owners within the radius and posted upon property for which reclassification is sought and at each intersection within radius. This has stopped the usual complaint that no notice was received of the intention of the City to reclassify property. The notice contains all information which interested parties usually desire. Protests have substantially diminished since present form of notice has been served.

The hour on or before which protests may be filed is 5 o'clock P. M., of the day before hearing. This gives Secretary of the Board sufficient time to thoroughly check and prepare a complete analysis of the proceedings. After all communications have been read and no further citizens to be heard the Chairman of the Board must then declare hearing closed to the public, after which the Board can act within 30 days.

Ordinance requires seven votes of the City Planning Board to overrule a majority protest versus a reclassification or likewise seven votes to deny an application when majority have petitioned therefor.

When an application has been duly denied by City Planning Board and its action confirmed by the City Council, no application for the same property can be filed within one year.

To comply with State law, when the recommendation of the City Planning Board in favor of a reclassification is submitted, notice of another hearing before the City Council is inserted in the official newspaper which serves the purpose of an appeal in the event applicant is dissatisfied with report of the Board. It has never been necessary under the provisions of the present ordinance for the Council to reverse the City Planning Board.

To facilitate an important project, City Manager is authorized to grant a temporary building permit before ordinance reclassifying a piece of property has gone into effect.

The Ordinance also authorizes the Council to impose the presentation of the plan of a proposed structure for any certain reclassification, and the time within which same shall be commenced in the event granted. This eliminated to a large degree the practice of using zoning ordinance to inflate real estate values.

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Cleveland, Ohio . . . .	112.86
Columbus, Ohio . . . .	112.80
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Fort Worth, Texas . . .	75.60
Houston, Texas . . . .	75.60
Havana, Cuba . . . . .	170.70
Indianapolis, Ind. . . .	103.34
Jacksonville, Fla. . . .	124.68
Kansas City, Mo. . . .	75.60
Knoxville, Tenn. . . .	113.60
Louisville, Ky. . . . .	105.88
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New Orleans, La. . . .	89.40
Nashville, Tenn. . . .	102.86
<b>New York City, N. Y.</b> .	<b>151.70</b>
Niagara Falls, N. Y. . .	124.92
Oklahoma City, Okla. .	75.60
Omaha, Neb. . . . .	75.60
Philadelphia, Pa. . . .	149.22
Pittsburgh, Pa. . . . .	124.06
Portland, Maine . . . .	165.60
Providence, R. I. . . .	157.76
St. Louis, Mo. . . . .	85.60
St. Paul, Minn. . . . .	91.90
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Savannah, Ga. . . . .	127.24
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It is believed Sacramento has successfully overcome many of the knotty kinks in zoning problems through the application of the provisions of its present ordinance and that it has effectively lessened requests for changes to the lowest possible minimum consistent with the City's present rapid expansion and development.

(Continued from page 164)

trade. . . . The general welfare of the country in progress and prosperity are very intimately connected with the commerce that flows from agriculture and industry. Unless that be in a healthy condition, constantly expanding, securing reasonable profit, employment begins to fail, sooner or later wages begin to fall, markets are over-supplied, movements of freight decrease, factories are idle, and the results of all these are that want and distress creep into every home."

It would appear from all of the foregoing that the members of the Outdoor Advertising Association realize the important part their form of advertising can play in the marketing of the products of our country and have taken very definite steps in the direction of self-regulation that will place that medium of publicity in a securely established and acceptable position.

With this five year program of reconstruction and refinement going on in over 15,000 cities and towns in the country, the result should be that in the future billboard regulations by city ordinance should become a very simple matter.





# Pacific Municipalities

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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the Act of March 3, 1879.

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# LEAGUE OF CALIFORNIA M U N I C I P A L I T I E S

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

## OFFICERS

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Official Printers: A. Carlisle & Co., San Francisco

## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California, under the act of March 3, 1879.

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## Preliminary Meeting of the Committee at Stockton, Held June 2, 1927, in the Hotel Stockton, to Discuss the Program for the Convention to Be Held at Sacramento Sept. 19th-23rd, 1927

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The committee assembled in the dining-room of the hotel about 12:30 o'clock and after an excellent luncheon had been served Dr. Sippy, president of the league, opened the meeting. Letters and telegrams were read from different officials interested regretting their inability to be present. Dr. Sippy called upon Councilman Miller of Sacramento to tell the conference something of the plans Sacramento has in mind for the meeting. In response thereto, Mr. Miller stated that it was the desire of the Sacramento officials to have all the meetings held at the Auditorium, likewise most of the entertainment. He explained the facilities available at the Auditorium for meetings of the various departments as well as the general meetings. He suggested that the engineers and perhaps some of the other visiting officials would be interested in visiting Sacramento's filter plant, which is one of the largest in the west, and also in making an examination of the city's municipal air port.

He stated that the program for entertainment was merely tentatively arranged. It involved a grand ball in the Auditorium on the opening night which, however, would be informal in character and perhaps somewhat similar to the one held in the Municipal Auditorium at Long Beach, where various dignified city officials indulged in the Virginia Reel and Quadrille. For the second night there would probably be a theatrical show.

Mr. Miller explained that the Auditorium had excellent facilities for illustrating lectures by stereopticon or moving pictures. Returning again to the matter of entertainment he said that the committee had looked with favor on having a golf tournament some afternoon if it could be worked out without interfering with the program, and at the conclusion of the convention a trip to Caloma, where Marshall discovered gold. In connection with the Caloma trip, if it were found practicable, there might be some kind of a little theatrical performance or tableau depicting Marshall's discovery. Stress was laid on the fact that special entertainment was being prepared for the ladies. This would include a tea at the Del Paso Country Club and a reception at the Crocker Art Gallery.

Mr. Hogan, City Engineer of Stockton, was then called upon to express his views on the matter of program, Mr. Hogan being chairman of the department of Engineers, Councilmen and Street Superintendents. He said that he had sent out about thirty letters to different city engineers containing his suggestions and had received replies from about half of them. Mr. Hogan expressed great interest in the program and his determination to provide something of special interest for his department.

The next speaker called upon was Mr. Malcolm, City Attorney of Palo Alto and past president of the League. Mr. Mal-

colm was of the opinion that more attention should be devoted to health problems and sanitary engineering. Besides these matters, however, he thought some attention should be given to the functioning of our state commissions, having in mind particularly the railroad commission. He called attention to the fact that the commission did not have sufficient facilities or the means for making such investigations as would warrant more satisfactory findings. The same thing was true, in his estimation, with reference to the Industrial Accident Commission, where the facilities were also inadequate.

City Manager Ashburner was next called upon by the president for his ideas regarding the program. Mr. Ashburner thought that the section or department idea had been overdone. He told a story of how he used to enjoy the circus when there was only one ring to look at, whereas the necessity of now looking at three rings took all the joy out of it.

Mr. Ashburner was followed by Mr. Fergusson, City Clerk of Turlock, who spoke in a general way on various matters.

Mayor Sales of Petaluma was next called upon. He was inclined to the opinion that the question of major traffic highways was a matter of sufficient importance to warrant a position on the program and next following that perhaps the subject of billboards.

Councilman Thompson of Merced was then introduced and he stated that the subject of traffic control was, in his opinion, one that warranted considerable attention from the convention and that following traffic control it might be desirable to discuss the matter of air ports and their regulation.

His views were endorsed by Councilman Johnson of Stockton, who stated that their city was also interested in the question of air ports.

Councilman Brueck of Stockton spoke next on the question of financing street

and road improvements and raised a question as to how far the cities should be asked to contribute to the construction of county roads.

He was followed by City Attorney Bowden of San Jose, who said that his city was also interested in the question of financing county road improvements but that personally he would like to hear a full explanation of the present decisions regarding the establishment of set-back lines. Mr. Bowden was also of the opinion that before a city adopted traffic regulations there should be a traffic survey. He was also inclined to think that more safe-guards should be thrown around the passage of resolutions by the League, calling attention to the fact that resolutions expressing opinions on various matters outside of municipal questions was hardly the proper thing. He was also inclined to the opinion that speakers should be given to understand that there was a time limit to their speeches and they should not encroach upon the time of others. In conclusion he stated that he was inclined to agree with statements of various officers regarding the functioning of the railroad commission and Industrial Accident Commission but that these subjects should be very carefully handled with full consideration for the officials and a recognition of the handicaps under which they had been laboring during the past administration.

Mr. Harmon, City Engineer of Oakland, was the next speaker. He said that he had lost much interest in the League because of the fact that there were too many sectional or departmental meetings. He was very clearly of the opinion that all major subjects should be discussed before the general meeting, leaving the details to the departmental meetings.

Mr. Byxbee, City Engineer of Palo

*(Continued on page 216)*



## Preparing the Program for the Sacramento Meeting

On June 10th, in accordance with the constitution of the League copies of the ballot shown below were sent to all the city clerks in California for distribution to their respective city officials.

Dear City Clerk: Please give or send one ballot to each of your officials at once.

### OFFICIAL BALLOT

Election of subjects for making up the program of the 29th Annual Convention of the League of California Municipalities, to be held at Sacramento, Cal., September 19-23, 1927.

To vote, mark the figures 1, 2 and 3 to the left of your first, second and third choice. To vote for a subject not on the ballot, add the title in the blank space left for that purpose.

Mark Vote Here	SUBJECTS
.....	Advertising a city, the best methods
.....	Aircraft and Airports, regulations of
.....	Alternate Specifications for street work
.....	Arousing interest in city government
.....	Assessing scientifically
.....	Automobile camps, regulations for
.....	Billboard regulations
.....	Building codes
.....	Budget systems
.....	Business Licenses
.....	City Planning, Discussion of new law
.....	Civic organizations, value of
.....	Clean up campaigns, value of
.....	Courtesy of public officials, importance of
.....	Dilapidated buildings, removal of
.....	Fly nuisance, how to abate
.....	Food, sanitary keeping and dispensing
.....	Garbage collection
.....	Garbage disposal
.....	Health centers, value of
.....	Health training in schools
.....	Milk regulations
.....	Mosquito nuisance abatement
.....	Ornamental street trees
.....	Parks and Playgrounds
.....	Pensions for city employees, policy of
.....	Pavements, asphalt or cement
.....	Plumbing codes
.....	Public officials and the Press
.....	Purchasing agents, value of
.....	Setback lines, status of the law
.....	Sewage disposal methods
.....	Smoke nuisance, abatement of
.....	Street cleaning
.....	Street lighting
.....	Street repairing
.....	Street signs
.....	Swimming pools
.....	Social service work
.....	Traffic regulations
.....	Water systems
.....	Zoning problems

Please vote and return to Wm. J. Locke, Executive Secretary, Chancery Building, San Francisco, not later than June 15th, 1927.

Name of Voter.....Office.....

City of.....

## Sacramento's Municipal Auditorium

By H. C. BOTTOROFF,  
City Manager of Sacramento

Building erected by bond issue as a memorial to the men and women of Sacramento City and County who made the supreme sacrifice in the service of the United States.

Normal seating capacity 5,000.

Memorial chimes donated by War Mothers.

Flag poles and flags at the front of the building donated by Sacramento Teachers Association.

Total cost of building, including equipment, approximately \$850,000.00.

(Bonds \$750,000.00. Balance financed from annual budgets.)

Building is 216 feet in width and 262 feet in length. Height of main portion, 80 feet. Towers 100 feet.

Dimensions of main auditorium without any interior supports are 108 feet by 175 feet.

Width of main proscenium arch is 57 feet.

Roof is supported on two main steel trusses 175 feet long, which are the longest trusses in any public building of record.

Foundation rests on 1,100 concrete piles.

Stage is one of the largest on the Pacific Coast, 40 feet deep by 100 feet wide, and fully equipped.

State switchboard costing \$12,500.00 is of the very latest design for such equipment.

Little Theater (at right of main entrance) is completely equipped and seats approximately 300.

Memorial Hall (at left of main entrance) is available as a meeting place for the service organizations, as well as small dances, banquets, committee meetings, etc.

Main floor of the Auditorium is 90 feet by 115 feet and is designed so it can be lowered at the stage end to provide a sloping floor when stage performances are being held, and a level floor for other uses. When floor is horizontal it is at the same elevation as the stage floor and is added to the floor area of the main arena.

Curtain has been provided that will separate the upper part of the balcony from the lower balcony, providing a seating capacity of approximately 3,000.

Sacramento's municipal auditorium will be the scene of the 1927 convention of the League of California Municipalities to be held September 19th to 24th. The Capital City of California has completed one of the finest auditoriums on the Pacific Coast, embodying many features which make it especially well suited for the holding of important conventions.

The structure, which is a memorial to those who made the supreme sacrifice in the service of the United States, was dedicated on February 22, 1927. During the first five weeks following the opening, more than 100,000 people have attended paid performances.

The building has a normal seating capacity of 5,000, in the main auditorium. In addition there is a memorial hall with a capacity of approximately 500 and a little theater with a seating capacity of

300. Also there are numerous committee rooms conveniently located, making an admirable arrangement for all types of conventions.

Including fittings and equipment the structure cost \$850,000.00. The site was deeded to the City by General John A. Sutter and was formerly occupied by a school building. The building is ideally located within easy walking distance of the business and hotel district.

A bond issue of \$750,000.00 was authorized by the voters in 1923 to finance the construction. The additional \$100,000.00 covering equipment will be financed from municipal budgets.

The building is 216 feet in width and 262 feet in length and is located in a grove of beautiful elm trees which gives it a picturesque setting. The height of the main portion is 80 feet, and 100 feet over the stage towers. The dimensions

of the main auditorium are 108 feet by 175 feet, and the width of the main proscenium arch is 57 feet. The foundation of the structure rests on 1,100 concrete piles.

The architecture is of the Byzantine or early Italian type.

An outstanding feature of the auditorium is a movable floor in the main arena. The main arena is 90 feet by 115 feet and is so designed that it can be lowered at the stage end to provide a sloping floor when stage performances are being held, and a level floor at other times. When the floor is horizontal it is at the same elevation as the stage floor, which is added to the floor area of the main arena.

Another important feature is the absence of interior supports in the main auditorium. The roof is supported by two main steel trusses each 175 feet long, which are believed to be the longest trusses of the kind in any public building of record. With the elimination of interior supports, every seat has an unobstructed view of the stage.

The stage is one of the largest and best equipped on the Pacific Coast. It is 40 by 100 feet in area with modern equipment to handle any production that desires to come to Sacramento. The

stage switchboard, costing \$12,500.00, is of the very latest design and can produce the most delicate changes in lighting effect.

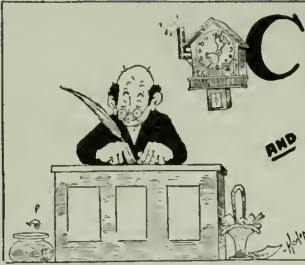
Equipment of the building includes a set of Deagan chimes and a mammoth \$35,000.00 Estey concert organ. A fund of \$11,000.00 was raised for the chimes through a campaign sponsored by the American War Mothers. Flags and flagpoles at the front of the auditorium were presented to the City by the Teachers Association.

This handsome structure fills a long-felt need in Sacramento and is proving one of the Capital City's best assets. Already it has been instrumental in securing many important conventions which will attract thousands of delegates to Sacramento during 1927.

The Sacramento City Council and Chamber of Commerce are already making extensive plans for the conduct of the September convention of the League of California Municipalities. Mayor A. E. Goddard several weeks ago appointed committees to handle the various branches of organization and entertainment, and no effort will be spared to make the 1927 convention of the League the most successful ever held by the organization.







# CLERKS-AUDITORS AND ASSESSORS - PAGE

Edited by WM. E. VARCOE, of Alameda.

As the time draws near for the annual convention of the League to be held in Sacramento, September 19th to 23rd, much thought should be given by the members of this department to program preparation. If we are to receive any real benefit from our convention meetings, various problems which present themselves to our members should be fully discussed and an interchange of ideas indulged in.

Our department President, John J. Lynch, City Clerk of San Jose, is now at work in an endeavor to make this year's program a most attractive and valuable one to us; for that reason he now asks your help. Send in your suggestions for subjects you would like to have debated or discussed. *You* suggest the topic and if you are not inclined to take the initiative in its presentation, he will use his best efforts to obtain a competent speaker to present the matter for you.

Some of the suggestions already received are:

1. Report of the Committee on Uniform Accounting.
2. Codification of Ordinances—Necessity and Value—Cost and How Accomplished.
3. Debate on "Should the City Clerk Have the Minutes Typewritten on the

Day after the Meeting and Copies Sent to Each Councilman or Trustee so that the Minutes May be Approved at the Next Session as Heretofore Read?"

4. Recent Court Decisions of Interest to Clerks, Auditors and Assessors.

5. Taxation of Property Purchased by the State of California Under the Provisions of "An Act Providing for Farm and Home Aid for Veterans, Defining the Powers and Duties of the Veterans' Welfare Board in Respect Thereto and Making an Appropriation Therefor," Chapter 519, Statutes 1921.

6. Pension Systems.

7. Visits to City and State Offices in Sacramento.

NOW is the time for you to act. Let President Lynch hear from you immediately upon this very important matter.

\* \* \* \* \*

Word has just been received that Miss Emma Hann, City Clerk of Berkeley, has been granted a four months leave of absence, which time she intends to spend in journeying around the world. As Miss Hann has always taken a very active interest in our department meetings, we shall miss her helpful presence during the convention, which by the way, is the first she will have missed in many years. We feel that our loss will be her gain and we wish her Bon Voyage and a safe return.

## SET-BACK ORDINANCES VALID

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The United States Supreme Court Holds That a City Council May  
Lawfully Establish Set-back Lines Under the Police Power—  
Refusal by City Council of Roanoke, Va., of  
Building Permit Upheld.

---

S. M. GORIEB, Petitioner, v. CHARLES D. FOX ET AL., MEMBERS OF THE CITY COUNCIL OF ROANOKE, VA., ET AL., NO. 799; SUPREME COURT OF THE UNITED STATES.

A zoning ordinance of the city of Roanoke required the petitioner to set his building back from the street line of his lot. On writ of certiorari to the Supreme Court of Appeals of the State of Virginia the Supreme Court of the United States held that the ordinance is not so clearly arbitrary and unreasonable as to amount to taking property without due process.

Mr. Justice Sutherland delivered the opinion of the court. The full text of it follows:

For the declared purpose of establishing building lines and regulating and restricting the construction and location of buildings, and for other purposes, an ordinance of Roanoke, Va., divides the city into "business" and "residential" districts. Another ordinance, as amended July 11, 1924, creates a set-back or building line, with relation to the street, to which all buildings subsequently erected must conform.

The line must be at least as far from the street as that occupied by 60 per cent of the existing houses in the block, the word "block" being defined to mean only that portion on the same side of the street where the new building is proposed, bounded by the nearest intersect-

ing streets to the right and left thereof. The city council by a proviso reserved to itself the authority to make exceptions and permit the erection of buildings closer to the street.

**Council Made Exception in Case of Petitioner.** Petitioner owns several building lots within the residential district upon one of which he has a dwelling house. He applied to the city council for a permit to erect a brick store building upon an adjoining lot, and, after investigation, the council by resolution gave him permission to erect a brick store 34 2-3 feet back from the street line. He thereupon sought by mandamus to compel the council to issue a permit to occupy the lot for his building up to the street line, alleging the unconstitutionality of the set-back ordinance.

The judgment of the court of first instance was against him, sustaining the validity of the ordinance and the action of the council. This judgment was affirmed by the State Supreme Court, 145 Va. 554, which held that the ordinance was valid and within the legislative grant of power. Acts of the Assembly, 1922, p. 46.

The ordinances summarized above were those in effect when the permit was granted by the council, and they alone are involved in this inquiry. The attack here is upon the set-back ordinance, and that is assailed as contravening the due process of law and equal protection clauses

of the Fourteenth Amendment to the Federal Constitution.

It is said, first, that the standard furnished is so vague and uncertain as in reality to be no standard at all, since the houses, or 60 per cent of them, in any block may stand at a variety of distances from the street, in which event it cannot be determined from the ordinance whether 60 per cent of the houses nearest to the street or 60 per cent of those farthest from the street or some other method of calculation is to govern.

But in the present case this contention may be put aside, since (a) the permit was granted and the building line fixed under the proviso which reserved to the council in appropriate cases authority to fix the building line without reference to this limitation, and (b) as to the existing houses in the block in question, the actual differences in respect of the building lines upon which more than 60 per cent of them stood are so slight as to be entirely negligible upon the question of certainty.

**Position More Favorable than Others on Block.** The evidence shows that the variation in the location of 80 per cent of the existing houses was only one-tenth of a foot and ignoring this inconsequential difference, the established building line was slightly over 42 feet back from the street. The line designated for petitioner's building was substantially more favorable to him than this, being more than seven feet nearer the street.

Whether the provision of the ordinance, fixing the line with relation to the location of 60 per cent of the existing houses, in its general, or in some other specific, application is so vague as to amount to a denial of due process, is a question which does not concern petitioner, since, as applied to the facts in the present case, it is definite enough, and since, in any event, he has been excepted from the operation of the provision; and it does not appear that the alleged unconstitutional feature

of which he complains has injured him or operated to deprive him of any right under the Federal Constitution. *Oliver Iron Co. v. Lord*, 262 U. S. 172, 180-181; *Chicago Board of Trade v. Olsen*, 262 U. S. 1, 42; *Dahnke-Walker Co. v. Bondurant*, 257 U. S. 282, 289; *Jeffrey Mfg. Co. v. Blagg*, 235 U. S. 571, 576; *Plymouth Coal Co. v. Pennsylvania*, 232 U. S. 531, 544-545.

The proviso, under which the council acted, also is attacked as violating the equal protection clause on the ground that such proviso enables the council unfairly to discriminate between lot owners by fixing unequal distances from the street for the erection of buildings of the same character under like circumstances. We cannot, of course, construe the ordinance as meaning that the power may be thus exerted; nor may we assume in advance that it will be exercised by the council capriciously, arbitrarily, or with inequality. It will be time enough to complain when, if ever, the power shall be thus abused.

**Reservations to Make Exceptions Unavailable.** The proviso evidently proceeds upon the consideration that an inflexible application of the ordinance may under some circumstances result in unnecessary hardship. In laying down a general rule, such as the one with which we are here concerned, the practical impossibility of anticipating in advance and providing in specific terms for every exceptional case which may arise, is apparent. And yet the inclusion of such cases may well result in great and needless hardship, entirely disproportionate to the good which will result from a literal enforcement of the general rule.

Hence the wisdom and necessity here of reserving the authority to determine whether, in specific cases of need, exceptions may be made without subverting the general purposes of the ordinance. We think it entirely plain that the reser-



vation of authority in the present ordinance to deal in a special manner with such exceptional cases is unassailable upon constitutional grounds. *Wilson v. Eureka City*, 173 U. S. 32, 36-37; *In re Flaherty*, 105 Cal. 558, 562; *Ex parte Fiske*, 72 Cal. 125, 127.

*Yick Wo v. Hopkins*, 118 U. S. 356, upon which petitioner relies, is not to the contrary. The ordinance there involved vested uncontrolled discretion in the board of supervisors, and this discretion was actually exercised for the express purpose of depriving the petitioner in that case of a privilege that was extended to others. See *Crowley v. Christensen*, 137 U. S. 86, 94.

The remaining contention is that the ordinance, by compelling petitioner to set his building back from the street line of his lot, deprives him of his property without due process of law. Upon that question the decisions are divided, as they are in respect of the validity of zoning regulations generally.

**Zoning Ordinances Are Valid Under Constitution.** But, after full consideration of the conflicting decisions, we recently have held, *Euclid v. Ambler Co.*, 272 U. S. 365 (1. U. S. Daily, 3273) that comprehensive zoning laws and ordinances, prescribing, among other things, the height of buildings to be erected (*Welch v. Swasey*, 214 U. S. 91) and the extent of the area to be left open for light and air and in aid of fire protection, etc., are, in their general scope, valid under the Federal Constitution.

It is hard to see any controlling difference between regulations which require the lot owner to leave open areas at the sides and rear of his house and limit the extent of his use of the space above his lot and a regulation which requires him to set his building a reasonable distance back from the street. Each interferes in the same way, if not to the same extent, with the owner's general right of dominion

over his property. All rest for their justification upon the same reasons which have arisen in recent times as a result of the great increase and concentration of population in urban communities and the vast changes in the extent and complexity of the problems of modern city life. *Euclid v. Ambler Co.*, supra, p. 386.

State legislatures and city councils, who deal with the situation from a practical standpoint, are better qualified than the courts to determine the necessity, character and degree of regulation which these new and perplexing conditions require; and their conclusions should not be disturbed by the courts unless clearly arbitrary and unreasonable. *Zahn v. Board of Public Works*, U. S. (U. S. D., Yearly Index 803, Vol. II), and authorities cited. (Decided May 16, 1927.)

The property here involved forms part of a residential district within which, it is fair to assume, permission to erect business buildings is the exception and not the rule. The members of the city council, as a basis for the ordinance, set forth in their answer that front yards afford room for lawns and trees, keep the dwellings farther from the dust, noise and fumes of the street, add to the attractiveness and comfort of a residential district, create a better home environment, and, by securing a greater distance between houses on opposite sides of the street, reduce the fire hazard; that the projection of a building beyond the front line of the adjacent dwellings cuts off light and air from them, and, by interfering with the view of street corners, constitutes a danger in the operation of automobiles.

**Refuse to Interfere with State Court's Decision.** We cannot deny the existence of these grounds—indeed, they seem obvious. Other grounds, of like tendency, have been suggested. The high-

est court of the State, with greater familiarity with the local conditions and facts upon which the ordinance was based than we possess, has sustained its constitutionality; and that decision is entitled to the greatest respect and, in a case of this kind, should be interfered with only if in our judgment it is plainly wrong, *Welch v. Swasey*, *supra*, p. 106, a conclusion which, upon the record before us, it is impossible for us to reach.

The courts, it is true as already suggested, are in disagreement as to the validity of set-back requirements. An examination discloses that one group of decisions holds that such requirements have no rational relation to the public safety, health, morals, or general welfare, and cannot be sustained as a legitimate exercise of the police power.

The view of the other group is exactly to the contrary. In the *Euclid* case, upon a review of the decisions, we rejected the basic reasons upon which the decisions in the first group depend and accepted those upon which rests the opposite view of the other group. Nothing we think is to be gained by a similar review in respect of the specific phase of the general question which is presented here. As to that, it is enough to say that, in consonance with the principles announced in the *Euclid* case, and upon what, in the light of present day conditions, seems to be the better reason, we sustain the view put forward by the latter group of decisions, of which the following are representative: *Windsor v. Whitney*, 95 Conn. 357; *Matter of Wulfsohn v.*

*Burden*, 241 N. Y. 288, 303; *Lincoln Trust Co. v. Williams Bldg. Corp.*, 220 N. Y. 313.

**Ordinance Declared to be Constitutional.** *Eubank v. Richmond*, 226 U. S. 137, which is petitioner's main reliance upon this point, presented an altogether different question. The ordinance there considered required the committee on streets to fix a building line upon the request of the owners of two-thirds of the property abutting on any street. The ordinance was held bad by this court (p. 143) because it left no discretion in the committee. "The action of the committee is determined by two-thirds of the property owners. In other words, part of the property owners fronting on the block determine the extent of use that other owners shall make of their lots, and against the restriction they are impotent. This we emphasize.

"One set of owners determine not only the extent of use but the kind of use which another set of owners may make of their property." And the court expressly declined (p. 144) to consider the power of a city to establish a building line or regulate the structure or height of buildings.

Since upon consideration we are unable to say that the ordinance under review is "clearly arbitrary and unreasonable, having no substantial relation to the public health, safety, morals, or general welfare," we are bound to sustain it as constitutional. *Euclid v. Ambler Co.*, *supra*, p. 395.  
Judgment affirmed.  
May 31, 1927.



# Lighted Arterial Stop Signs, Fresno, California

By ANDREW M. JENSEN,  
Commissioner of Public Works

In the year 1925 Fresno City instituted a system of arterial and school stops. The arterial stops were located for the most part at isolated intersections where two important arteries cross, with the traffic stopped on the street which crosses the street leading into or out of the business portion of the city. There was no attempt at that time to make boulevards extending clear through the city. School stops were placed at the necessary intersections to protect the school children approaching or leaving the school buildings. These school stops were made effective between the hours of 8:00 A. M. and 4:00 P. M. on school days only and required the complete stopping of vehicles at the stops between those hours.

The arterial and school stops were indicated and marked by painted lines and metal buttons placed on the surface of the streets at the positions of the stops with an arrow 100 feet ahead of the stop. The results obtained with the use of the arterial stops were excellent. The school

stops were satisfactory in so far as the school children were concerned but worked a great hardship on the motorists. While the results obtained with the arterial stops were excellent there was room for improvement in the method of indicating the location of the stops. The lines marked on the street surface were not plainly visible at night or in rainy weather and also were not in the line of vision of the drivers of vehicles, thereby causing considerable unwilling violation of the stops.

In 1926 the system of stops was revised with a still better result for everyone concerned. The school stops were changed to pedestrian lanes divided in the center and require all vehicles to stop at their half of the lane at all times when a pedestrian is in said half of the lane. These pedestrian lanes are marked on the surface of the street by painted lines with the words "PED LANE," accompanied by an arrow with the word "SLOW" 100 feet ahead of the lane. Arterial stops are now indicated by a





metal sign placed on the property line at the curb. The particular sign used is the California State Automobile Association sign with the words "STOP ARTERIAL" which is the same as those being universally adopted in this state. Van Ness Avenue, which is the main north and south through street of the city, was made an arterial stop street or boulevard as were portions of three other main streets, namely Stanislaus Street, Ventura Avenue and First Street.

The metal arterial stop signs are readily seen in the daytime but if not lighted in some manner are scarcely visible at night, being above the area lighted by automobile headlights. When the metal signs were adopted by the City of Fresno, Mr. George M. Bowman, Electrical Engineer in the Department of Public Works, was asked to devise some means of lighting them. Mr. Bowman devised ways, as described below, to properly illuminate the signs. The scattered intersections and the more important crossings of the main arterial streets only have been lighted; the remainder will be lighted within the next few months when money for doing so will be available. The principle on which the city is working is that the arterial stop signs, in order to be justified, must be visible at all times day or night so that there can be no possible excuse for not observing the stops. The system of stops is absolutely warranted and justified, having reduced the accidents to almost nothing at all intersections where they are installed. Even though the lighting of the signs is a little expensive it is absolutely necessary to have them lighted in order that the proper results may be attained.

The details of the standard signs are shown in the accompanying prints. In order to make the signs most effective they were mounted at heights which meet the motorist's eye. When nothing interferes the most suitable height is six

feet seven and one-half inches from curb grade to center of signs. At certain of the intersections adjacent to the downtown district the signs had to be raised about nineteen inches so that they could be seen over the tops of automobiles parked in front of them. The result has been that all of the signs are visible under all conditions.

The points to be considered in lighting the arterial stop signs are that the signs should stand out in the same color at night as in the day and that some means of attracting the motorists' attention to the signs should be devised. In order to furnish light according to the above specifications it was necessary to use a reflector designed to furnish white light for the sign and red light for the warning light. After a careful study of available commercial reflectors the No. 32613 Benjamin reflector fitted with a No. 586 socket was chosen. The No. 586 socket

*(Continued on page 209)*



# MUNICIPAL ENGINEERING

By L. F. BARZELLOTTI, C. E.  
City Engineer of Lodi, California

The human race may be considered as one man who never ceases to live and learn, who never steps back, always advancing, always building up a structure of knowledge which represents the sum of all the studies, experiments, efforts and discoveries made through the ages by the individuals of which mankind consists; because, as Theodore Parker said, "what is gained by one man is invested in all men and is a permanent investment for all time." With this constant advance and gradual widening step by step of the field of knowledge specialization becomes a necessity in every science, and, consequently, in every profession; but it can be safely stated, without fear of contradiction, that no avocation in the field of human endeavor can boast of so many branches as engineering. Even admitting that the word "engineering" is in more than one instance misused, as, for example, in the case of "landscape engineering," or "efficiency engineering" and the like, the fact still remains that no man could nowadays be proficient in every branch of legitimate engineering. The mines, water power, highways, railroads, electricity, sanitation, development of water supplies all require engineers who will dedicate all their time and study to those particular lines; and last, but not least, the cities large and small need men who will make a life study of the ways of procuring the accommodation in each commonwealth for the needs which have been created by congested population, higher standard of living and by a continuous advance in humanitarian feeling, men who are will-

ing and able to undertake the responsibility of studying, directing, and executing whatever is necessary for the proper development of small communities into large ones. The local reasons and opportunities which caused the first buildings to be erected in a given spot, that in process of time attracted more people to build homes and business places around the first blacksmith shop and makeshift hotel till the commonwealth incorporated into a city of the sixth class with more than two thousand population are still in existence and fit to attract more people; and yet it is not an easy matter to convince the citizens that their place is the nucleus around which in process of time a large city is bound to grow, that the work of their administration is intended not for the present generation only but for the generation to come. That this is a true prophecy and no dream could be easily demonstrated to any doubter by simply pointing out the fact that California with an area one-fifth larger than the Kingdom of Italy has but one-tenth of that country's population; and that it would be absurd to suppose that with our enormous advantages of climate, fertility of soil, mineral resources and commercial possibilities across the Pacific, people would not come and settle in our state in ever increasing numbers. The perfected and cheaper automobile and the constant improving of national and state highways are causing a phenomenal increase in the number of tourists every year; the American Automobile Association stating that over forty million people riding in ten

million cars will be traveling through the states during this summer. California is sure to get the lion's share of this pilgrimage; some of the tourists will decide to settle here, and those that don't will tell about the wonders of the Golden State at home and in the places they are passing through in their return trip. With this knowledge at hand and with the experience of the last ten years which have seen cities of the sixth class double and more than double their population, the necessity of abandoning the idea of letting cities grow at haphazard and of adopting instead well studied and scientifically conceived plans of development has become so clearly apparent that a new branch in engineering has been established, namely, "Municipal Engineering;" branch which might very properly be defined as "the Science of City Building."

The city engineers of the present time had to get the necessary knowledge in the school of experience; in the future they will make a special study of the science of city building and will be trained in their work before undertaking it.

The problems that a city engineer is called to solve are many and of varied character; they could, however, be summarized as follows in a very general way: Water supply for domestic and industrial use, for fire protection and for irrigation; disposal of waste, which includes sewage, garbage and storm water; parks and playgrounds; street lighting;

location of public utilities services; provision for educational facilities, and, finally, the establishing of main lines of traffic of such a width and location as to make the police work easier and reduce the possibilities of accidents. These are only the most prominent points of municipal work and their solution is evidently subject to local conditions of climate, topography, industry and commerce. The relations of each city or town with the surrounding country and with the nearest large centers of population, its special possibilities for industry, commerce and communication must be the subject of an accurate and complete study which is bound to require a considerable amount of time if it is to be the producer of efficient results. This summary sketch of the duties of a city engineer shows that he should be one of the first officials to be appointed by the city council of a newly incorporated community and that he should be paid such a salary as to make it worth while to stay at his post, as nothing could be more detrimental to the development of a city than the frequent changes in the office of the city engineer.

The cities of Los Angeles and Long Beach are an object lesson both in the good results obtained through scientific planning and in damages suffered for the lack of planning in the past. If Los Angeles twenty years ago had had the faith in its growth it has today very probably the present stupendous increase in traffic would not have caused any worry about congestion.





# WE HAVE CITY PLANNING—WHY NOT STATE PLANNING

From CALIFORNIA HIGHWAYS, a bulletin issued by the  
California Highway Commission.

California is faced with the problem of expanding the state highways laterally as well as longitudinally. Not only are our pavements narrow, but we are in possession of thousands of miles of narrow right of way, 60 feet or less in width. Residents of the counties which have heavy intercity traffic know of the inadequacy of the pavement and roadbed widths, and of the program of widening which the state has under way. They can see the territory adjacent to these highways gradually losing its character as open farming land, surrounded by barb wire fences, beyond which is heard each season the hum of the mower and thresher.

The change taking place is the gradual settling up of the land by the additional population flowing into the state, and the expansion of towns to include more territory. The red and yellow flags of the subdivider float in the breeze along miles of landscape, the forerunner of more homes, business buildings, and other intensive improvements. Each flag means a new family, a new dwelling, a new garage and another automobile. Each automobile means more traffic on the highways.

## Influence on Highways.

There is not a county in the Sacramento and San Joaquin valleys nor along the coast where the above description is not applicable. Do we realize what this means to the state and the county highway systems?

Due to the wise limitations of the law enacting the present gas tax, the State Highway Commission has, since 1923, been engaging actively in the widening

and reconstruction of state highways. Much of this work has been concentrated around those centers of population where traffic has already overrun the previously built improvements. Therefore, the state's engineers are acutely aware of the changing status of our agricultural land. **We have seen many miles of state highways change in character from rural roads to city streets.**

The realization that this change is taking place more or less rapidly adjacent to many of our highways, resulted last year in the initiation of a study by our department to establish ultimate widths for each mile of state highway. This study is already bearing fruit, and we are beginning to crystallize our ideas in various locations as to what the state highway will have to be ten to fifteen years hence.

## Wider Rights of Way Needed.

The main feature of this study, in so far as the present discussion is concerned, is that we know definitely that a 60-foot right of way will be insufficient to carry state highway traffic. Many of our main highways should ultimately have not less than 56 feet of pavement and probably they will be curbed and guttered. On a 60-foot right of way, this leaves two feet on each side for the placing of power and telephone poles, trees and sidewalks. This is impossible on 60 feet. **Therefore, we have determined that an 80-foot width of right of way is the least which should be accepted by the state. In many locations, a greater width should be acquired.**

This brings us to another angle of the matter—that is, the use made of the land adjacent to our 60-foot right of way.

The red and yellow flags of the subdividers are a trouble signal to the highway officials. At the 1925 session of the legislature, we endeavored to have passed an amendment to the subdivision act which would make it mandatory upon those subdividing land fronting on a state highway to obtain the approval of the State Highway Engineer prior to the filing of the map with the county board of supervisors. This bill was lost in the legislative shuffle, and never became a law.

We therefore launched a program of soliciting the cooperation of the boards of supervisors in aiding us to safeguard the future of the state highways by refusing to accept for filing maps of subdivisions fronting on a state highway, which had not been previously approved by the highway commission. Every county board was notified of this desire on the part of the highway commission, and we asked each county board to pass an appropriate resolution agreeing to such a procedure. We are glad to state that many of the counties, during 1925 and 1926, passed such resolutions, and, as a result, we have made considerable progress in obtaining the necessary increased width **opposite subdivisions**.

However, the situation is not always one that can be handled simply by an expression of desire on the part of the board of supervisors or on the part of the highway commission. While most subdividers are willing and anxious to cooperate with the officials who have to approve their maps, yet occasionally one is encountered who resents the interference. He is interested only in getting his map filed, and legally, he may be entitled to it. When an array of legal talent tells the board what their duty is, and when the district attorney can not

advise the board otherwise, the supervisors are up against a hard question in refusing to accept subdivision plats for filing.

The section south of the Tehachapi does not have all the subdivisions; land adjacent to the state highways is being subdivided and sold everywhere, even in the remote northern sections. Only recently an active subdivider was able to convince a northern board that legally he was entitled to have his map filed. The state will probably have to take drastic steps in this case to obtain title to the land needed for widening the highway before the lots pass into the hands of a hundred different owners, and become built up with business blocks.

The commission is trying to develop a plan for the whole State of California. The relocation, realignment and widening features of our state highways all are a part of a magnificent scheme of boulevards which will gradually be finished and turned over to the traffic of California motorists and visitors from without the state, and to commercial vehicle traffic which is of increasing importance from the development standpoint.

#### Planning for the Future.

California cities are spending thousands of dollars for expert advice to secure plans for their future orderly growth and expansion. And in working out these plans one of the most difficult problems encountered is adequate provision for handling traffic—the problem of the motor vehicle. Millions of dollars are being expended for the widening of streets and boulevards, much of which could have been saved by a little systematic planning a few years ago.

But the cities are not alone in realizing the necessity for planning future development. We have county planning commissions and regional planning commissions, such as the organizations now func-

*(Continued on page 211)*

# MUNICIPAL ADMINISTRATION SERVICE

A non-partisan clearing house of information on all phases of Municipal Administration. Established to serve research bureaus, public officials, leagues of municipalities, libraries and other organizations and individuals working for the betterment of city government.

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The various organizations engaged in municipal research have hitherto lacked a medium for interchange of information. This has resulted in considerable duplication of effort. In the past many surveys have been made and reports written on subjects already covered by others in the field.

The Municipal Administration Service has been established through the co-operation of the National Municipal League and The Governmental Research Conference as the central clearing house of information. It will render the same service to municipal administration that the National Municipal League has long rendered to the general field of municipal government.

## TECHNICAL SERVICE TO BUREAUS OF MUNICIPAL RESEARCH

Bureaus of municipal research will be furnished upon request with a digest of the work done by other bureaus on specific projects. Copies of reports and special material whenever available will be sent out on a loan basis. Original investigations and reports will also be made as our facilities permit.

Through constant and intimate contact, we shall keep informed on what all municipal research bureaus are doing, thereby equipping ourselves to be of real service at all times. When any bureau report is issued, we shall be able to notify others interested in the same subject. Thus the influence of the individual bureau will be greatly broadened and the whole municipal research movement will be more closely knit together.

Individuals or civic bodies interested in establishing a research bureau in their city may secure aid in preparing publicity material and in engaging speakers upon application to the Municipal Administration Service.

## INQUIRIES

Mayors, department heads, or other public officials may call upon the Service for information on budget, purchasing, personnel, city planning, paving, public utilities, public health, or any other current and recurrent problem of city government.

The Service will also be helpful to municipal reference libraries. Librarians may refer inquiries on municipal administration to us for reply or secure from us information with which to assist citizens or public officials on administrative problems.

Our facilities are at the disposal of taxpayers' associations, chambers of commerce and other organizations, as well as individuals, interested in municipal administration.

## PUBLICATIONS

The Municipal Administration Service will also edit and publish studies and reports on those phases of municipal administration upon which there is a scarcity of available information. The following among others are being considered as publication subjects:

Policewomen in American Cities.

Revision of the Building Code.

Traffic Control.



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## DEPARTMENT OF COMMERCE

Washington

### More Than Half the Urban Population of the United States Live in Zoned Cities and Towns

More than half the urban population of the United States lives in zoned cities and towns at present against about one-tenth in 1916, according to information obtained by the Division of Building and Housing of the Department of Commerce. There are now 436 municipalities with a population exceeding 27,500,000 inhabitants that have zoning ordinances in effect, as against six cities with less than six millions in 1916.

The greatest development of zoning has taken place practically within the last ten years. The number of zoned cities increased from six at the end of 1916 to 73 by the end of 1921; to 265 by the end of 1923; to 425 by the end of 1925; and 11 additional places have reported zoning ordinances adopted since the first of the year.

Grouped according to population, 47 of the 68 largest cities having over 100,000 population, and 150 of the 287 cities and towns having over 25,000 population have zoning ordinances in effect.

In an effort to protect home owners,

and other land owners, in the reasonable use of their property, these cities, towns and villages adopted zoning ordinances, according to Dr. John M. Gries, Chief of the Division of Building and Housing. He said that "zoning seeks so to regulate the use to which buildings may be put, the area of the lot that may be covered and the height of buildings in different sections of the city, so that the land in each district may be used for the purposes it is best suited." Provision is made, consequently, in properly drawn ordinances, to secure a neighborhood of small houses, for example, against having a noisy factory site in its midst, with resulting losses not only in property values but also in peace and quiet. The factory owner, likewise, is apt to have the better choice of desirable level plant sites with good transportation facilities.

The number of zoned municipalities in the leading states follow:

New Jersey.....	73
New York.....	72

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California.....	47	Michigan.....	16
Massachusetts.....	41	Indiana.....	13
Illinois.....	38	Connecticut.....	7
Ohio.....	24	Iowa.....	7
Pennsylvania.....	24	Kansas.....	6
Wisconsin.....	18	Rhode Island.....	5
		Other States.....	45

### PUBLIC HEALTH ENGINEERING ABSTRACTS

**Ventilation in Relation to Public Health.** H. M. Vernon and M. D. Oxon. *Journal of State Medicine*, Vol. 34, No. 12, December, 1926. pp. 683-696.

The author of this paper discusses the question of ventilation, with particular reference to health from the point of view of the school, the factory and the home. In addition to this he includes a discussion of the mortality of coal miners and the question of accidents in relation to atmospheric conditions.

With reference to schools he points out that observations made in 1903 by Kerr at Bradford, England, showed that natural ventilation was inferior to mechanical ventilation. On the other hand, the observations of Kirby and Reed in Stafford and Derbyshire produced evidence apparently contrary to this viewpoint. He discusses in some detail the results obtained by the New York State Commission on Ventilation and cites the well-known finding of the commission that associated with fan ventilated rooms there was an excess of 18% absences over that found in window ventilated rooms at 66½° F. He also mentions the results obtained by Louise Taylor Jones in the schools of Washington, D. C., which showed that the children attending the open window schools suffered less from absence causing illnesses than did those children in the fan ventilated rooms.

In connection with factory ventilation he cites the data which he and Bedford obtained in a rather complete study. This investigation showed that rooms having an average winter temperature of 67° F. were characterized by 2.05% of time lost by sickness whereas rooms kept at 61.7° (average) had only 1.55% of lost time by sickness. In another study in which four groups of women were employed in the sewing of shoes he found that the percentage of time lost due to sickness was lower in the naturally ventilated rooms (1.9%) as contrasted with 4.5% in the plenum ventilated rooms.

It is rather difficult to give much weight to Dr. Vernon's discussion of mortality for so many factors enter here that the issue is, to say the least, a complex one. He does point out rather clearly, however, that the percentage mortality from bronchitis and pneumonia for Lancashire and certain other deep working miners is about 39% in excess of that of Derbyshire and certain other miners working at less depths. He believes that this comparative mortality difference is in part at least brought about by the difference in temperature associated with the difference in depth of the mine workings. Dr. Vernon feels that at high temperatures workmen become less alert to danger and cites the evidence of Davies to this effect. He also cites his own data which show that at dry bulb temperatures of 64.6°, 77.3° and 81.4° F., respectively, the accident frequency rates were 57%, 80% and 84%, respectively.

Concerning domestic heating and ventilation he points out the virtues of the chimney as a factor in producing air motion and reiterates the well-known facts concerning the value of the open fireplace as a producer of radiant heat.—Leonard Greenburg.



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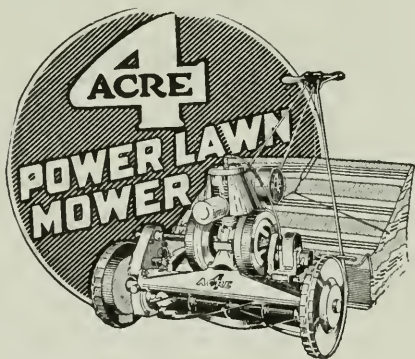
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**Recent Developments in Mechanical Devices for Sewage Treatment.** G. L. Fugate. Proceedings of Eighth Texas Water Works Short School, Texas Section, S. W. Water Works Association, January 18-23, 1926, Ft. Worth, Texas. pp. 156-169.

Pumping equipment has been the source of trouble at sewage treatment plants as solids cause stoppages and are injurious to rotating parts. Recently a new pump has been developed which will pass large solid bodies without clogging and with a fairly high mechanical efficiency. As an example, an 8" pump will pass a 6" ball. Improvements have been made on both coarse and fine screens. Coarse screens may be obtained with an automatic device for raking or cleaning. The most advanced type of fine screen consists of a revolving drum covered with perforated plates through which the flow passes. A new method of agitating sewage in the presence of air in the "Activated Sludge Process" is the use of impellers at the surface of the liquid to create a splashing effect. By combining this method with the compressed air method a power saving of two-thirds has been estimated. Solids may be removed from the bottom of a settling tank by slowly revolving arms. An economy in construction results with the use of such equipment. Vacuum filters and dryers are used to remove the moisture sludge.—G. N. McDaniel, Jr.

*(Continued from page 198)*

is necessary as it is a locking type of socket and prevents theft of lamps. The blinking is done by means of a button type blinker placed in the lamp socket and held in place by the base of the lamp. Fifteen watt lamps are used on signs adjacent to electrolier systems and twenty-five watt lamps on signs at isolated intersections.

The installation of all signs whether lighted at present or not was such that everything necessary for the lighting of the signs could be accomplished at any time without any changes. Following are the lists of material for each sign not including the underground conduit or wiring:

For the unlighted sign:

- 1 2" pipe standard
- 1 Standard California State Automobile Association stop sign
- 1 2" to  $\frac{3}{4}$ " reducing coupling
- 1  $\frac{3}{4}$ " pipe plug

For the lighted sign:

- 1 2" pipe standard
- 1 Standard California State Automobile Association stop sign

1 2" to  $\frac{3}{4}$ " reducing coupling

1  $\frac{3}{4}$ " gooseneck

1 No. 32613 Benjamin reflector equipped with red bulls eye and No. 586 locking socket

1 "Twinkle" blinker 60 watts 110 volts (General Appliance Corp., San Francisco)

1 15 to 25 watt 120 volt inside frosted Mazda lamp.

There are two sources of energy available for lighting the stop signs, one being the series or multiple electrolier systems and the other the 120-240 volt secondary services of the local power company. Lighting the signs from the multiple electrolier system of 110-220 volts is an easy matter as it is only necessary to connect the sign circuit to the lamp side of the fuse block in the base of the electrolier. Lighting the signs from the series electrolier system presents a different problem as the series lamp circuits are either of 6.6 or 20 ampere rating. Further, it is desired to use standard 120 volt lamps in the signs so it is necessary, therefore, to provide standard secondary voltage from the series circuit. This is

*(Continued on page 213)*



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at the capitol,  
Sacramento, Cal.*



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# GENERAL ELECTRIC

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*(Continued from page 202)*

tioning in Los Angeles and vicinity and in the bay district. It is but a step farther to an adequate state-wide traffic plan. Without realizing it, the highway commission has had forced upon it the duty of developing such a plan. But it is without adequate authority of law to properly undertake the responsibility. The urban centers are not the only areas in the state with traffic problems; every trunk line highway in California is carrying an ever increasing volume of traffic which must be cared for. **Due regard for the future welfare of the state, demands that we begin now to plan for the future of the highways as a state-wide traffic system. Delay means needless burdens upon the taxpayers of the future.**

In proposing a legislative measure, to facilitate securing of adequate rights of way, it is not the intention of the commission or its officials to confiscate land. The state and the counties are willing and able to pay where damage is done. In nine cases out of ten, the subdividers themselves see the financial self advantage of setting aside the width necessary to make a wide boulevard past their property. We will take our chances with the subdividers on the question of payment for the land involved and it will never be the policy of the state to strongarm anybody into donating right of way at a personal loss.

Accomplishments in this direction can already be seen in many counties. In San Luis Obispo County north of Pismo is an example of what has been done through the cooperation of the board of

supervisors, our division engineer, and the subdivider. On the section between San Jose and San Francisco, in both Santa Clara and San Mateo counties, are several examples of provision being made by the subdividers for a future wide boulevard. On the Ventura boulevard north of Hollywood in Los Angeles County for long stretches we are not only cooperating with the subdividers in the setting aside of land for a wider street, but we have agreed to defray a certain portion of the street building cost, whenever the abutting property is organized to handle their share. Similar examples are found in San Diego County between San Diego and El Cajon.

We take the progress which has been made in this regard without express authority of law as evidence of the understanding of the boards of supervisors of the necessity for a state-wide boulevard plan, and as an example of what can be accomplished in this direction through cooperative efforts of public bodies.

The burden in this matter should not be carried by the boards of supervisors. We believe it to be highly desirable that proper laws be enacted which will place on the subdivider the burden of conforming to the plans for ultimate development formulated by the State Highway Commission.

Almost every growing town in the state has felt the necessity of a coordinated plan for city development. Why should not the state and the counties have a coordinated plan for highway traffic development? We have city and county planning, why not state planning?



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*A National Organization  
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Offices in 32 Cities



(Continued from page 209)

accomplished by the use of series lighting transformers of proper capacity which furnish the desired secondary voltage. Several installations of these transformers have been made and in each case the series electrolier lamp was changed to multiple and set at the proper height or lamp center for the electrolier globe. All circuits from the electroliers to the signs consist of rubber covered copper wire in underground conduit or 2 conductor No. 14 Parkway cable. The control of the lighting of the stop signs adjacent to electrolier systems is automatically taken care of by the electrolier system control.

The outlying stop signs at distances greater than six hundred feet from the electrolier systems are lighted from the local power company secondaries and are controlled by means of No. 230 Tork time switches set in accordance with the street lighting schedule. Each sign installation is equipped with an outdoor meter box containing a service switch, meter and time switch, mounted on a 4" x 6" x 24' redwood pole set 5 feet in the ground. All circuits from the meter box to the signs consist of two No. 12 S. B. R. C. copper wires in 1" conduit.

All sign standards are installed twelve inches from the street side of the curb and opposite the property lines except in cases where poles interfere. The mounting heights or distances from curb grade to center of sign are either 6' 7½" or 8' 0" depending on the locality in which the signs are installed. The lower mounting height is used in districts where there is no parking and when adjacent to fire hydrants. The greater height is used in localities where there is parking. After installation each complete sign is given two coats of yellow traffic paint.

The present stop sign system installed in the City of Fresno is shown on the

accompanying diagram. There is a total of 149 stop signs installed at the present time, July, 1927.

The costs of installation of the signs varied with the locality in which they were installed. The average costs, however, were as follows:

Unlighted signs:

1 2" pipe standard (2nd hand)....	\$1.50
1 California State Automobile Association stop sign (includes painting of standard and maintenance) 2.50	
1 2" to ¾" reducing coupling.....	.365
1 ¾" pipe plug.....	.035
Cement, sand, gravel, paint.....	.35
Labor.....	.52

---

TOTAL COST.....\$5.28

Lighted sign (adjacent to multiple electrolier system):

1 2" pipe standard (2nd hand)....	\$1.50
1 California State Automobile Association stop sign (includes painting standard and maintenance).....	2.50
1 2" to ¾" reducing coupling.....	.365
1 ¾" gooseneck.....	.30
1 No. 32613 Benjamin reflector with No. 586 socket.....	4.00
1 "Twinkle" flasher 60 watt 110 volt.....	.39
1 15 to 25 watt 120 volt Mazda lamp.....	.20
Cement, sand, gravel, paint.....	.40
Labor.....	6.90

---

TOTAL COST.....\$16.55

Lighted sign (adjacent to series electrolier system):

Material.....	\$19.45
Labor.....	6.90

---

TOTAL COST.....\$26.35

Lighted sign (outlying operating by time clock)

Material.....	\$55.00
Labor.....	23.40

---

TOTAL COST.....\$78.40



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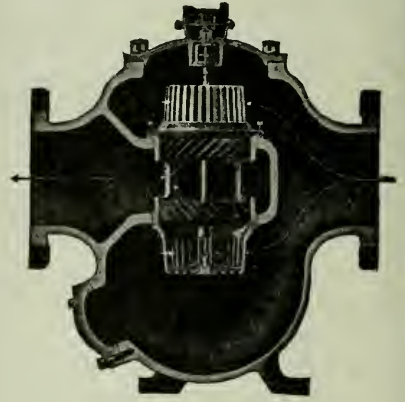
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The total cost for the installation of 149 signs of which 82 are unlighted and 67 lighted, was \$2,879.61, the cost of the unlighted signs being \$432.96 or an average of \$5.28 each. The cost of the lighted signs was \$2,446.65 or an average of \$36.36 each. In estimating the cost of an installation it would be best to study the district and then apply average costs per sign installed as follows:

Unlighted sign . . . . . \$5.28 per sign  
 Lighted sign adjacent to multiple electrolier system (see note) \$16.55 per sign  
 Lighted sign adjacent to series electrolier system (see note) . . . . . \$26.35 per sign  
 Lighted sign adjacent to outlying electrolier system . . . . . \$78.40 per sign

NOTE: When the installation is adjacent to a series electrolier and it is necessary to change the existing transformer to one supplying energy at a standard secondary voltage the above cost of \$26.35 can be reduced to \$18.00 as the removed transformer lamp and socket can be used in future maintenance work.

The maintenance costs for the stop signs to date has been very low as the only expense is that due to renewals of lamps and flashers. There were a few cases of repainting. The life of the flashers is guaranteed to be equal to that of the lamp (1,000 hours) and at present there are installations where the flashers have been operating ten hours per night for the past nine months. The California State Automobile Association maintains the sign proper and paints the standard. The electrical part of the sign is maintained by the Department of Public Works.

The cost of energy for operating one sign, using a 15 watt lamp, from the electrolier system is about \$0.11 per month with energy at \$0.02 per KW hour. For the outlying lamps the charge per sign is \$0.50 per month figured at the minimum meter charge of \$1.00 per month for 2 15 watt lamps.

The result of the stop sign installations have been very satisfactory and the general public seems well pleased with them. Not only do the arterial stop signs cause people to stop at the intersection where the stops are located but also cause them to instinctively stop or slow down at other important intersections or main arteries. Since their installation the total accidents in the city have been reduced about 35% and with the lighting of the balance of the signs the percentage will be higher.

The only complaints received are from persons having radio sets in the vicinity of the outlying lighted stop signs. Many of the complaints are from parties having "B" battery eliminators connected to the same secondaries which serve the stop lights. No complaints are received from parties having radio sets near the lighted signs which are energized from the electrolier systems. Rather than go to the expense of filtering the spark oscillation caused by the blinkers they are removed from all interfering signs and the lights let burn continuously. There have been only 8 cases of such interference out of a total of 67 lighted signs installed.

The complete installation of the stop sign system was under the direction and supervision of Mr. Andrew M. Jensen, Commissioner of Public Works.





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<b>CHICAGO . . . . .</b>	<b>90.30</b>
Cleveland, Ohio . . . .	112.86
Columbus, Ohio . . . .	112.80
Dallas, Texas . . . . .	75.60
Denver, Colo. . . . .	67.20
Duluth, Minn. . . . .	99.00
Detroit, Mich. . . . .	109.92
Fort Worth, Tex. . . . .	75.60
Houston, Texas . . . . .	75.60
Havana, Cuba . . . . .	170.70
Indianapolis, Ind. . . .	103.34
Jacksonville, Fla. . . .	124.68
Kansas City, Mo. . . . .	75.60
Knoxville, Tenn. . . . .	113.60
Louisville, Ky. . . . .	105.88
Memphis, Tenn. . . . .	89.40
Minneapolis, Minn. . . .	91.90
Montreal, Que. . . . .	148.72
New Orleans, La. . . . .	89.40
Nashville, Tenn. . . . .	102.86
<b>New York City, N.Y. . .</b>	<b>151.70</b>
Niagara Falls, N. Y. . .	124.92
Oklahoma City, Okla. . .	75.60
Omaha, Neb. . . . .	75.60
Philadelphia, Pa. . . . .	149.22
Pittsburgh, Pa. . . . .	124.06
Portland, Maine . . . . .	165.60
Providence, R. I. . . . .	157.76
St. Louis, Mo. . . . .	85.60
St. Paul, Minn. . . . .	91.90
San Antonio, Texas . . .	75.60
Savannah, Ga. . . . .	127.24
Toronto, Ont. . . . .	125.72
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Passenger Traffic Manager  
San Francisco

(Continued from page 188)

Alto, followed with a statement that he heartily approved of the suggestions made by Mr. Harmon.

President Sippy then called upon Mr. Denton, City Clerk of Sacramento, who told of the great interest of the Sacramento officials in the approaching convention. He said that Councilman Miller was a wonderful chairman and his selection gave positive assurance that the convention would be a tremendous success. He expressed regret at the absence of City Manager Bottorff, who had met with an automobile accident a day or two before and was suffering from a fractured arm. While admitting many of the things stated by Mr. Harmon and Mr. Byxbee regarding the general meetings, he called attention to the great advantages of the departmental or sectional meetings.

Mr. A. R. Lynn of the City Planning Commission of Merced followed Mr. Denton. He stated that the ballot idea of securing an expression of opinion on the questions for discussion was an excellent plan, he thought. He was inclined to agree whole-heartedly with Mr. Harmon and Mr. Byxbee with reference to sectional meetings. In his opinion, they were a source of great annoyance and he thought that more time should be given to meetings of the general body. In closing he referred to the work of the legislative committee and particularly to the bill authorizing a five cent tax for advertising purposes.

Dr. Sippy then made a brief review of the various matters of importance that were brought out at the luncheon and concluded the conference with a statement that another meeting would be held in Los Angeles within the next two or three weeks.

*Note*—Since the foregoing account was written, it was arranged to hold the next meeting at the City Club, Los Angeles, on Thursday, June 24th, at 6.30 p. m.

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# Pacific Municipalities

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



Lake Tahoe—Objective of Excursion Trip for Delegates at next Convention.

## LEADING ARTICLES IN THIS ISSUE

THE MOST IMPORTANT NEW LAWS OF INTEREST  
TO MUNICIPALITIES

ARE WE SPENDING TOO MUCH FOR GOVERNMENT

By Clarence Heer, National Institute of Public Administration

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It is better to order for the current need rather than have obsolete and incorrect forms on hand, left over from a prior supply.

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OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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No. 7

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*Business and Advertising Manager*.....H. A. Postlethwaite  
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# LEAGUE OF CALIFORNIA MUNICIPALITIES

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

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 Headquarters; 707 Chancery Building, San Francisco  
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## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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# Pacific Municipalities

**OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES**

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## The Most Important New Laws of Interest to Municipalities

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Never before in the history of California have the municipalities of the state secured so much beneficent legislation as they did at the hands of the last legislature and the governor, and the members of both houses and the chief executive are entitled to the sincere thanks of the League for the consideration that was given to the various measures sponsored by our organization.

Among those of the most importance were the amendments to several sections of the Penal Code relating to the disposition of fines and forfeitures for infractions of the state laws when prosecuted before the Recorder's Court. Under a decision rendered four years ago in the case of Fresno County v. Shaw, it was held that such fines and forfeitures should be turned over to the county instead of the city.

Special credit for the passage of the amendments is due Assemblyman Crittenden, who happens to be City Attorney of Tracy besides being a member of the legislature.

Another amendment of importance was embodied in a bill authorizing cities of the sixth class to adopt the city manager form of government. Assemblyman Brock, formerly Mayor of Redlands, introduced the necessary bill and secured its enactment. Elsewhere herein will be found a model ordinance for adoption by any sixth class cities desiring to try out the manager system of government.

One of the most important measures adopted was embodied in Senate Bill No. 247, introduced and fostered by Senator Swing. It is a general law authorizing cities to adopt a building code, plumbing

code or electrical code by reference instead of requiring its re-publication at length. This measure alone will enable the adoption of adequate building regulations by the small cities and towns of the state at a saving of many thousands of dollars.

Another measure of importance and one greatly needed by the municipalities, was a new law for regulating the deposit of public money in banks.

Several bills were introduced on this subject and the assembly committee on municipal corporations referred them to a special committee consisting of Mr. Locke as a representative of the cities, and Messrs. Williams and Elliott, representing the banking interests. The new bill removes the many complicated and unintelligible provisions of the old law.

Another measure of great importance adopted by request of the legislative committee of the league is in the form of a constitutional amendment which would authorize excess condemnation or what is known by a less objectionable name as extended eminent domain.

The League will have the aid of the California Real Estate Association in the campaign which will have to be waged to secure the adoption of this amendment and if the proper kind of a fight is made we can put it over.

Besides the foregoing measures the legislative committee of the league was able to secure the adoption of numerous amendments to the street laws, which are bound to result in more security for the honest contractor and consequently, lower cost to the property owners.



## Convention Entertainment Committee

---

California's Capital City is waiting with open-armed hospitality to greet and entertain the delegates who will attend the annual convention of the League of California Municipalities in Sacramento, September 19-24. General committees have been named, and a program of entertainment features is well under way to completion.

Heading the general committee as chairman is City Councilman John H. Miller, with Councilman C. H. S. Bidwell as vice-chairman, City Clerk H. G. Denton as Secretary and City Treasurer Fred L. Martin, treasurer.

Mayor A. E. Goddard is chairman of the general reception committee, together with all members of the City Council and H. C. Bottorff, City Manager.

Heading the committee on women's activities is Miss Susan T. Smith, City Librarian.

Entertainment plans, which will fill in the evenings and break the everlasting round of convention business for delegates, are yet in the tentative stage, but are being worked out along the following general lines:

Monday evening, Sept. 19—Reception and informal ball at Memorial Auditorium.

Tuesday evening, Sept. 20—Illustrated lecture on Boulder Canyon project, by Ralph Criswell, former president of the Los Angeles City Council, at Memorial Auditorium.

Wednesday evening, Sept. 21—Banquet.

Thursday evening, Sept. 22—Theatre party.

Friday, Sept. 23—Trip to historic

Coloma, scene of the discovery of gold January 24, 1848, with basket lunch on the shore of the American River.

A golf tournament on the municipal links at William Land Park is planned for one afternoon. A sight-seeing trip, to include a visit to and study of the municipal filtration plant, the work on new sewer mains and other municipal activities, as well as the points of historic interest such as Sutter Fort, the Crocker Art Gallery, the Capitol and Capitol Park, will be offered for another afternoon.

Special entertainment features for the visiting ladies who will be in Sacramento for the convention week will include a reception at Crocker Art Gallery on one afternoon, and a tea at Del Paso Country Club another afternoon.

The convention adjournment will offer an opportunity to many who will be in attendance from distant points to take a most interesting week-end trip into the beautiful recreational section in the High Sierras adjacent to the Capital City. Many of the delegates will wish to visit Lake Tahoe, and some no doubt will plan the trip to take in the "Lake of the Skies" and then travel down the crest of the Sierras via Tioga Pass to Yosemite Valley—one of the most wonderful and inspiring mountain trips offered anywhere in the world.

Sacramento, with its spirit of hospitality and welcome reflecting the cordiality which characterized the "day of the Dons" in early California, plans to leave nothing undone to make this convention an outstanding success and a memorable event in the minds of all who attend.

## What Our City Officials Want to Know

Result of the Ballot Taken Last Month on Subjects for the Program

Pursuant to the requirements of the constitution, on June 1st, the executive secretary sent out printed ballots broadcast over the state, ten or more being mailed to each city clerk with the request that he or she distribute them to the other city officials.

Instead of the names of candidates, each ballot contained the titles of forty-two possible subjects ranging from advertising to zoning. Each recipient was requested to mark his first, second and third choice and return the ballot to the office of the League, whereupon they would be counted by allowing one full vote for first choice selection, two-

thirds of a vote for second choice, and one-third for third choice.

Just two hundred ballots were returned, and a total count on the basis aforementioned showed the following result: First choice, "Assessing Scientifically," 42 $\frac{2}{3}$  votes; second choice, "Arousing Interest In City Government," 25 $\frac{1}{3}$  votes; third choice, "Advertising a City," 22 votes; fourth choice, "Business Licenses," 20 $\frac{1}{3}$  votes; fifth choice, "Set Back Lines," 18 $\frac{2}{3}$  votes; sixth choice, "Zoning Problems," 18 $\frac{2}{3}$  votes. Last year "Zoning Problems" was first choice, "Sewage Disposal Methods" second choice, "Building Codes" third choice, "Pavements" fourth choice, and "Set Back Lines" fifth choice.

## RESORT ATTRACTIONS

By A. S. DUDLEY, Secretary-Manager Sacramento Chamber of Commerce

Many of the delegates to the annual convention of the League of California Municipalities, to be held in Sacramento September 19-24, will plan to enjoy, either before or after the convention week, a trip into some section of the great recreational region which the Capital City centers.

Within a radius of two hundred miles of Sacramento, of easy access by automobile, are a greater number and variety of scenic beauties and natural wonders than can be found within any area of the same size in all the world, properly becoming famed as "California's Resort Wonderland."

A gorgeous land, full of life and color—spicy forests and snow-capped mountain peaks, giant redwoods and whispering pines, rivers and roaring waterfalls, spouting geysers and healthful hot springs, crystal lakes and verdant valleys, dashing waves on rock-ribbed cliffs and the clean

white strand of bathing beaches; an ever-changing vista of coast-line, valley and mountain; paradise of the fisherman, hunter and hiker, or the seeker of healthful and restful recreation; the whole splendid region beribboned with shining highways—this is California's Resort Wonderland.

The route to much of the forest and lake region carries over paved highways which mark the trails first broken by Kit Carson and General Fremont, through canyons and along streams once populous with the gold-mad miners of '49 and '50, through the land made famous in song and story by Bret Harte and Mark Twain.

The four great National Parks in California lie within this region, five of its six National Monuments, fourteen of its eighteen National Forests. California has provided well for the outdoor recreation of its citizens and its visitors. One-fourth

of the territory of the State is devoted to recreational purposes. Millions of acres of mountain slopes and luxurious meadows, rugged peaks, crystal lakes and tumbling streams provide wonderful opportunities for recreation and rest.

#### THE TAHOE SECTION

Of special interest to many delegates no doubt, will be a trip into the beautiful Tahoe region and perhaps a stay at one of the splendid resorts bordering California's "Lake of the Sky." Two splendid routes are offered from Sacramento, one via Auburn and historic Donner Lake, the other by way of Placerville (historic "Hangtown" of gold-rush days) and the scenically wonderful American River Canyon.

It is a comfortable five-hour motor drive by either route from the Capital City, and with the work which has been done this season by both state and forest service, both routes are in exceptionally fine condition.

Tahoe, discovered by Captain John C. Fremont, famous pathfinder, on his memorable first trip into California, on

February 14, 1844, was first named "Bonpland," in honor of the famous French botanist of that day. Later the name was changed to Lake Bigler, after the second governor of California, but Thomas Starr King, the celebrated divine, was instrumental in restoring its original name given by the Washoe Indians, who called it "Tao," meaning "big snow water."

Lake Tahoe lies at an elevation of 6,225 feet, is about twenty-five miles in length and from ten to fourteen miles in width, covering a total area of 190 square miles—the largest natural body of water at such an elevation in the world.

With the constant improvement of the highways, and a growing appreciation of its invigorating climate and rare beauty, Lake Tahoe and the entire Tahoe region is gaining in popularity from year to year, and promises to become one of California's most used recreation centers.

To those travelling south, the beautiful trip over Tioga Pass into Yosemite Valley will offer an appeal, and no more wonderfully scenic trip can be found than this road "over the top of the world" which connects the two world-famed attractions.



STREET TREES IN SACRAMENTO

High Arching Trees Transform Many of Our Streets Into Tunnels of Green,  
Rivalling the Elm Lined Avenues of New England



## EDITORIAL COMMENTS

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By WM. J. LOCKE

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**Cup for the Best Essay on Municipal Government.**

At the last convention of the League a resolution was adopted at the suggestion of past president Moody of San Diego providing for a cup to be given for the best essay on municipal government, Mr. Moody offering to give the first cup. After the convention the executive secretary took the matter up with Will C. Wood former superintendent of schools and received assurances of his cooperation and support. Subsequently he interviewed several school superintendents as to the proper rules for conducting a prize essay contest of this character. Delay in carrying out the provisions of the resolution has resulted from the extraordinary amount of work connected with legislative affairs at Sacramento. Now that the session is over and more time is available, arrangements will be completed for going ahead with the contest. It has been suggested that the competitive essays be confined, at least on this first occasion, to high schools located in cities. A recent communication from Mr. Moody states that the cup has been ordered and will be ready at an early date.

**Municipal Airports.**

The spectacular achievements of Lindbergh and other aviators have aroused great interest in aviation and has resulted in stimulating the demand for establishment of municipal airports. In this connection our readers will be interested to know that the last legislature passed a bill expressly authorizing cities to establish airports and, if necessary, issue bonds to pay for them. In a more extended

article printed elsewhere in this number will be found an account of the municipal airports now under construction in Portland, San Francisco, Oakland and Alameda.

**Decision Upholding Set-back Lines.**

One of the most important decisions handed down in recent years by the United States Supreme Court is the one rendered on May 31, 1927, upholding an ordinance of Roanoke, Va., providing for the establishment of set-back lines. It is of special interest to us here in California by reason of the fact that the decision followed by a few weeks the one recently rendered by our own appellate court upholding the set-back ordinance of Los Angeles. Before an appeal could be taken from the decision of our appellate court, the highest tribunal in the land rendered its famous decision in the Roanoke case, which settles for all time the right of cities to regulate set-back building lines under the police power.

**Sectional Meetings at Our Conventions.**

Considerable difference of opinion appears to exist among the various city officials as to how much time and attention should be devoted to general meetings at our annual conventions, and how much should be devoted to sectional or departmental meetings. It is a difficult matter to arrange the program so that it will always meet with the approval of all the delegates. As an illustration of the difficulties involved take, for instance, the subject of "Scientific Assessing." On the ballot which was recently sent out, this subject, by a very decisive vote, appears to command the greatest interest of city officials at the present

time. It is a subject which is undoubtedly of as much interest to councilmen and other city officials as it is to the clerks, auditors and assessors, and, under the circumstances, it should be put on the program for discussion before the general body instead of confining it to a department. The same argument would apply to such a subject as the Regulation of Set-back Lines, nevertheless it might be contended that the question of establishing set-back lines is one which should be confined to the city planning section, notwithstanding the fact that all city officials, especially councilmen and city attorneys, are as much interested in the subject as the city planners especially in view of the recent decision of the supreme court of the United States upholding the right of cities to establish set-back lines under the police power.

Take, again, the subject of "Arousing Interest in City Government." According to the ballot, it is the next subject of interest to city officials. Unquestionably it is a subject for discussion before the general body and not for any particular department. In arranging the program it often happens that those attending are interested in two different subjects, both of which happen to be down for discussion at the same time in different departments, and consequently it will not be possible to hear both. Delegates should realize the impossibility of ever arranging the program in such a way that every person present will be able to hear the discussion of every subject on the program. It is manifestly impossible nevertheless the practice of holding sectional meetings is unquestionably the best way to arrange the program so that everybody interested will secure the maximum of benefit. For the Sacramento convention it has been planned to have the general meetings in the morning so far as possible and devote the afternoons to departmental meetings.

### **Regional Planning Commissions.**

City officials and particularly those interested in city planning will be interested to learn that the new master plan act (Senate Bill 585), contains provisions for the establishment and government of regional planning commissions, and authorizes any planning commission or any one hundred citizens, by petition, to apply to the governor for the establishment of a regional planning commission. The new law is to be found in chapter 874 of the statutes of 1927. It will no doubt be of further interest to know that an organization in the City of Oakland known as the Regional Planning Association, the membership of which extends from San Leandro on the south to Richmond on the north, is planning to invoke this provision of the new law for the nine east bay cities comprising the East Bay Municipal Utility District, and the petition undoubtedly will be sent to the governor by the time this is printed.

### **Title of Officers in Sixth Class Cities.**

Among the bills passed by the last legislature was one providing for a change in the title of officers of fifth and sixth class cities, and hereafter the members of the legislative body will be known as "councilmen," the marshal as "chief of police" and the recorder as "police judge." It will be generally agreed, I think, that the change in name is desirable. All the street improvement laws refer to the legislative body as the "city council" and in nearly all the freeholder charters the legislative body is referred to as the "city council." Surely the change from "recorder" to "police judge" is an improvement. How the name "recorder" ever came to be attached to the judge of a municipal court is beyond comprehension. The court not being one of record, the name "recorder" was not only a misnomer but was a deception. Likewise the name "marshal" is hardly as becoming as the title of "police judge."

Former Mayor Brock of Redlands is to be credited with these changes.

### **The City Manager Plan for Sixth Class Cities.**

Another piece of legislation of great importance to the small cities and towns of the state is that which provides for the adoption of the city manager plan by ordinance approved by a vote of the people. This practically gives the sixth class cities the right to adopt a charter for their own government without the necessity of having it approved by the legislature. However, there are certain limitations which prevent them from adopting many other beneficent measures found in some of the model freeholders' charters. However, it is a step in advance and gives them an opportunity to try out the manager plan of government. In this connection it will no doubt interest our readers to know that the last session of the legislature of the state of New York passed a similar act which enables any city in the state of New York to adopt the manager form of government. I am inclined to the opinion that it was the adoption of this form of government that has had so much to do with the success of the East Bay Municipal Utility District, the public corporation which was formed by the nine east bay cities for the purpose of bringing in a water supply. The act under which the district was formed was based largely on the Public Utility District Act of 1915, with the exception of this significant change, and that is that it substituted the manager plan of government for the so-called commission plan which is provided in the 1915 act. The act under which the district was organized provides for a manager to be head of the department of administration. He appoints all subordinates and engages all employees. In this way the board of directors are relieved of that annoyance, and as a result the district was able to persuade citizens

to accept office on the board who undoubtedly never could have been persuaded to take the job if they were pestered with applicants for office.

### **Public Funds Must be Used for Public Purposes.**

City councils are frequently asked to donate public money for celebrations or entertainments, and these requests are generally supported by the assertion that the money thus donated can be charged to advertising.

However, the courts have repeatedly declared that public money can only be used for public purposes, and its expenditure for celebrations and entertainments on the theory that they will incidentally advertise the city would undoubtedly fail to receive judicial sanction.

While it is true that cities have the lawful right to expend a portion of the taxpayers' money for advertising the city, there is no doubt but that the courts would insist that the advertising be the primary or principal purpose of the expenditure, and they would not approve any donations of this character simply because it could be shown that, incidentally, as a result of the expenditure, the city would receive some advertising benefit. The rule would undoubtedly be construed more strictly, otherwise there would be no limitation on the expenditure of public money. It is a general policy of the law throughout the union that unless expressly authorized, a municipality has no power to appropriate municipal funds for celebrations, even of patriotic holidays, nor for the entertainment of persons or societies as municipal guests (28 Cyc., 1535), and this rule has been extended to the making of appropriations for gratuities and charities, holding that such diversion of public funds is the perversion of a public trust. In 1913 the legislature was persuaded to pass a statute appropriating money for the transportation of veterans to the Gettys-



burg battle field and return, but the appellate court held the statute to be clearly a contravention of section 31 of article IV of the constitution and held that the proposed appropriation would constitute a gift. In rendering their opinion the members of the court regretted that, as a matter of sentiment, the appropriation could not be made, saying, "no doubt our citizens generally would rejoice to know that this aid had been extended to these venerable men who, in the language of Webster, 'have come down to us from a former generation' and who deserve so well of their countrymen. We are heartily in accord with the spirit of the statute, but have neither the right nor the inclination to ignore or override the law, even for so worthy a purpose. The petitions are sustained and the writ denied." (22 Cal. App. 255).

In another case the supreme court turned down an appropriation of \$5,000 for the benefit of the sufferers from the Tia Juana floods, on the ground that it was a clear violation of the constitution. (*Patty v. Colgan*, 97 Cal. 251).

The members of a city council are charged with the administration of a sacred trust. They take and subscribe to a solemn oath pledging themselves to uphold the constitution and laws of the state and, under the circumstances, there is nothing to excuse the violation of this oath when it is done wilfully and knowingly.

Even if it were permissible, the expenditure of public money for enterprises not strictly public in character offers a precedent which will be used repeatedly in the future as a plea for financial aid, to the great embarrassment of the city council. If a donation is given to one organization today, it simply opens the door for some other organization to come forward with another appeal tomorrow or the day after, and how is a council

going to draw the line and give to one while denying another. Thus it will be seen that a strict observance of the constitution is not only right, but also it is the best policy.

#### **Alternate Specifications for Street Work.**

During the past six or eight years bills have been introduced in the legislature for the purpose of amending the street improvement laws so as to authorize the use of alternate specifications in street work. In 1925 such a bill was actually passed and became a law, but in the course of the various hearings before the different legislative committees it was amended and reamended so that finally, as passed, it related to sewers only.

Another bill to provide for alternate specifications was introduced in the last legislature. It had the backing of the city managers' association for Northern California and several city attorneys. The adoption of the idea is urged on the theory that such a provision would enable greater competition and consequently result in lower prices to the property owners. That such an object is a laudable one goes without saying, but that the provision would bring about such a result is doubtful. Some of the best known street lawyers in the state, men whose honor and integrity cannot be questioned are opposed to the idea on the ground that it is difficult, if not impossible, to work it out in practice. Furthermore, the opponents contend that in order to have alternate specifications it would require an engineer to provide two or more sets of specifications for every improvement, and this alone would add quite materially to the cost. Another serious objection urged against the proposition is the fact that if alternate specifications were provided it would be impossible in most cases to determine who was the lowest bidder. Take the matter of lamp posts for illustration. Let us consider four different types: (1) the cast iron

post; (2), the pressed-steel post; (3), the reinforced concrete post, and (4), the metal post made in three or four sections. Suppose alternate specifications were provided for these four different types of posts. How could it be determined who was the lowest bidder? The first cost would not necessarily mean anything as it might be shown that one type of post would be entirely destroyed if struck by a heavy motor vehicle, whereas another would only be destroyed in part, which part could be easily replaced at slight cost.

Take again the matter of street paving. The engineers are pretty well divided over the comparative merits of asphalt concrete and Portland cement concrete. Suppose that alternate specifications are provided for these two types of pavement and bids are received on both. How is a council going to determine who is the lowest responsible bidder?

However, the greatest objection urged against alternate specifications is the danger it would afford to the corruption of public officials. If bids were called for on alternate specifications and the entire question of determining who was the lowest responsible bidder was vested in a city council, it would open the door for unscrupulous contractors and others to debauch public officials in behalf of their particular commodity. With alternate specifications this danger is imminent and not merely a possibility.

#### **Uniform Traffic Ordinance.**

About a year ago Hon. Clarence E. Todd, chairman of the Traffic Committee of the San Francisco Board of Supervisors, with the approval and assistance of leading traffic officers of other cities in the state, formed an organization known as the California Traffic League for the purpose of bringing about the adoption of a uniform traffic ordinance by the cities of the state. In this connection the traffic officers have had the assistance of the

two leading automobile associations of California.

As a basis for their work the league used the traffic ordinance drawn for the city of Los Angeles by Dr. Miller McClintock, a recognized authority on the subject of traffic regulation. The report of the traffic league has been prepared and circulated broadcast throughout the state. It is not exactly in finished state for adoption by cities of the fifth and sixth class but will be completed and distributed within the next few weeks.

#### **Extended Eminent Domain.**

For the second time in ten years the League of California Municipalities has been able to secure the legislature's approval to a constitutional amendment providing for extended eminent domain, heretofore known by the more objectionable title of "excess condemnation." Extended eminent domain means briefly the right of a public corporation, such as the city, county or state, to condemn more land than is actually needed for a proposed improvement. It is designed particularly to cover situations invariably occurring in the opening and widening of streets where, if a city is limited to the land actually needed, fractional portions of lots of no value to the owner are frequently left on the city's hands without any right of ownership or control. The case is especially bad where the portions of lots remaining are irregular in shape and disconnected. Under the constitution as it now stands the city is not allowed to condemn any more property than is actually needed for the opening or widening of the street, in consequence of which these remaining parcels become practically "no man's land" and often develop into junk heaps or become otherwise objectionable. During the past two or three years the City of Oakland has opened many new streets in which small remnants of lots remain for which the owner has no use and no desire to care for.

In one case, the opening of Fifteenth Street, the city was compelled to condemn all but four feet of a lot. The property was located in a down-town district where values were very high and the owner, loathe to lose the four feet, has improved the strip, a part of it being used for a soft-drink dispensary and another portion for a real estate office. Under extended eminent domain as proposed by the constitutional amendment strips of this kind could be taken over by the city or disposed of in some other way, whereas, at the present time, the owner frequently has no interest in the remnant and the city cannot exercise any jurisdiction over it.

Unfortunately it is hard to explain the reasons for an amendment of this kind and unless the city officials take some steps to urge its adoption by the people, the amendment is liable to go by the board, as it did when submitted ten years ago. The California Real Estate Association has declared its intention of supporting the League of California Municipalities in a campaign for its adoption and between the two organizations we should be able to educate a sufficient number of people to secure its passage.

### **The Failure of Regulation.**

The application of the Pacific Telephone and Telegraph Company for an increase of rates in the San Francisco Bay region affords another illustration of the difficulty if not futility of the regulation of public utilities. It would seem that adequate and satisfactory regulation is almost an impossibility.

In accordance with established custom the telephone company put on their prima facie case by the introduction of voluminous exhibits supported by the testimony of their officials and leading employees. These exhibits include an inventory of their buildings, machinery, supplies, electrical apparatus, telephones, transmitters, wires, conduits and poles. It is impos-

sible from a practical standpoint to check much of the property set forth in the inventory, especially the many thousands of miles of various kinds and sizes of wire in conduit, cable and otherwise. If it were practicable the expense involved would probably eat up the difference in rates over many years to come. As a consequence exhibits of this character when submitted by a public utility corporation must be accepted almost as presented.

Among other things the company is asking for the inclusion of a large sum in their rate base as "good will." Why should a public utility company having a monopoly on the business and a protected monopoly at that—be allowed anything for good will? Upon what ground can such a claim be based? On what ground can it be defended? A business such as that conducted by a telephone company must of necessity be a monopoly. The constitution and laws of the state have been amended so as to give official recognition to monopolies of this character and remove the danger of unfair competition. Under such circumstances, how can a telephone company justly ask an allowance for good will?

The company has a license agreement with the American Telephone and Telegraph Company which calls for the payment of four per cent of its gross revenues for use of the patents, which are all owned by the American T. & T. Co. On account of the fact that the mother company (American T. & T. Co.) is not a California corporation, the local state commissions are to some extent handicapped as to the extent of their inquiries and investigations into the relations between the local companies and the mother company. The local company is also under contract to purchase its supplies from the Western Electric Company, another subsidiary corporation of the

*(Continued on page 253)*



## Sacramento—Convention City 1927

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Sacramento, California's historic Capital City, is gaining its place in the sun as a tourist center as well as the industrial, financial and shipping center of the great Sacramento region.

Within a radius of two hundred miles, of easy access by automobile over splendid highways which radiate in every direction are a greater number and variety of scenic beauties and natural wonders than are to be found within the confines of any area of the same size in all the world.

It is California's Resort Wonderland—a gorgeous land, full of life and color—spicy forests and snow-capped mountain peaks, giant redwoods and whispering pines, rivers and roaring waterfalls, spouting geysers and healthful hot springs, crystal lakes and verdant valleys—Paradise of the fisherman, hunter and hiker, or the seeker after healthful recreation—the whole splendid region beribboned with shining highways and wonderful mountain roads.

Its hub is historic Sacramento, around whose early history and the discovery of gold has been written the romance of the Golden State. The route to much of the forest and lake region is over paved highways which mark the once dim trails first broken by Kit Carson and General Fremont, through canyons and along streams once populous with the gold-mad miners of '49 and the fifties, through the land made famous in song and story by Bret Harte and Mark Twain.

Beautiful Lake Tahoe, already known the world around and destined to become one of the nation's greatest playgrounds; the wonderful American, Feather and Sacramento River canyons, yet scarcely touched as to recreational possibilities; the historic gold trails of the Mother Lode—all are at Sacramento's very door.

Yosemite is an easy drive to the southward, Lassen Volcanic National Park and beautiful Mt. Shasta equally accessible to the north, Lake County, "Switzerland of America," just to the west.

Trips almost innumerable, each offering new scenes, new wonders and new delights, can be made from the Capital City as a starting point. Each year sees new and better improvements in the mountain highways, most of which have already lost their "scare" to the boulevard drivers of the cities and valley sections.

Lake Tahoe, among other points of interest and beauty in this wonder region, is enjoying the biggest season in its history. Both the historic Placerville and Auburn routes to the "Lake of the Sky" have been made wide and safe for the entire distance, and a trip to the lake for the ordinary motorist is now only a matter of a comfortable five hour drive.

Tahoe was discovered by Captain John C. Fremont, the famous pathfinder, on his memorable first expedition into California, on February 14th, 1844. He named the lake "Bonpland," in honor of the famous French botanist of that day. Later the name was changed to Lake Bigler, after the second governor of California, but finally, through the efforts of Thomas Starr King, the celebrated divine named by the last Legislature as one of California's noted pioneers whose bust is to be placed in the Hall of Fame at Washington, the lake was given its Indian name, from "Tao," meaning "Big Snow Water." The lake lies at 6,225 feet elevation, the largest body of water at that elevation in the world. It is twenty-three miles long, thirteen miles wide and has a total area of 190

square miles. Its greatest depth is 1,700 feet, although around its shores, at many of its beautiful resorts, are shallow sandy beaches so gradually sloping that children wade out safely for many yards

before getting beyond their depth.

Lake Tahoe, only typical of the many beauty spots of this recreational region, has ahead its greatest growth and development as a resort center.

## Meeting of a Committee to Consider Subjects and Speakers for the 29th Annual Convention of the League of California Municipalities, to be Held at Sacramento, September 19th to 22nd, 1927.

A meeting was held at the City Club in the City of Los Angeles on June 23rd, 1927, to discuss suitable subjects and speakers for the 29th annual convention of the League. The meeting was called to order at 6:30 o'clock by Mr. G. Gordon Whitnall, of the City Planning Commission who introduced Mr. Wm. J. Locke, Executive Secretary of the League, and requested him to preside over the meeting. The following city officials were registered as being present:

Gordon Whitnall, Planning Director, Los Angeles; W. M. Dickie, State Board of Health, Sacramento; Warren F. Fox, Health Officer, Pasadena; J. W. Mitchell, Trustee, Huntington Beach; C. G. Bosster, Chairman of Board of Trustees, Huntington Beach; John C. Shaw, City Engineer, Los Angeles; Wm. J. Locke, Executive Secretary, Alameda; Ruth E. Meilandt, City Clerk, Ventura; B. S. Crittenden, City Attorney, Tracy; Kenneth Gardner, City Planning Engineer, San Diego; Victor D. McCarthy, City Clerk, El Segundo; James H. Mitchell, City Attorney, Burbank; A. N. Multer, Pres. City Council, Arcadia; Jack Albers, City Engineer, Beverly Hills; J. W. Charleville, City Manager, Glendale; H. F. Scoville, Pres. City Manager's Association, Monrovia; C. J. S. Williamson, Manager, R. E. City and County Plan Dept., L. A. Chamber of Commerce, Los Angeles; Percy J. Hayselden, Pres.

Planning Commission, Glendale; Lyman Farwell, V. P. City Planning Commission, Los Angeles; Clarence A. Dickison, Mayor, Compton; John R. Prince, City Engineer's Dept., Los Angeles; C. L. Jenken, City Engineer, Santa Ana; DeWitt Dudley, Asst. City Engineer, Santa Ana; Geo. L. Bras, City Planning, S. W. R. B., Los Angeles; H. G. Denton, City Clerk, Sacramento; Rollin L. McNitt, Pres. Planning Commission, Los Angeles; Walter M. Dauburg, Member L. A. Planning Commission, Los Angeles.

Mr. Whitnall as the first speaker said that the most important thing to be considered in his judgment was to provide that no other sectional meetings be held when the general session is on. He is inclined to the opinion that if one paper a day for the general session be provided it would be a good thing and he had an idea that perhaps the various sections should be invited to contribute one outstanding subject for discussion before the general meeting.

Mr. Rollin L. McNitt, President of the City Planning Commission of Los Angeles, thought that one of the important things to be observed is to see that the meetings are called on time. Hon. A. N. Multer, President of the City Council of Arcadia, thought there should be a discussion of the operations of the Industrial Accident Commission and the Railroad

## Uniform Building Code to be Completed October, 1927

Senate Bill 247 Will Permit Ready Adoption of the Code.

By J. E. MACKIE, *Sec'y-Treas.*  
Pacific Coast Building Officials Conference

The climax of an important movement in the building industry here on the Pacific Coast will have been reached in October, 1927, by the completion of the Uniform Building Code in final draft form. This does not mean that buildings will cease to collapse or that hurricanes, earthquakes or cyclones will be harnessed and controlled but it does mean that by the adoption of this Uniform Building Code by the various cities here in the Pacific Coast region a better and safer construction of buildings is bound to result, through an intelligent and efficient application of this proposed law.

There is not a city in this entire western portion of the United States which can lay claim to a complete, up-to-date building code. The paste pot and scissors method of preparing a building ordinance by clipping a section here and there from various existing building codes and pasting them together without any coherent or workable plan cannot result in anything but an altered and still ancient building ordinance. True, many building materials and types of construction have not changed for many years but there have been developed new applications of these materials and new types of construction which should be permitted with proper regulation and control.

Political intrigue and paternal legislation in many cities has resulted not only in the restricted use of certain types of construction and kinds of building materials but has very often resulted in the establishment of serious fire hazards, or in the other extreme, has resulted in a hampering of building construction with

its economic loss through too stringent regulation.

There is a definite in-between ground upon which a building code may be formed which will result in safe building construction and at the same time deal fairly and justly not only with the manufacturer of building materials but also the contractor and the ultimate consumer.

The police power of a municipality, by which right it establishes its control of building construction, is at best not a clearly defined quantity. There are some people who believe that the government should regulate to an extreme, governing all possible details, not only from the standpoint of public safety and public welfare but also from the aesthetic standpoint of the appearance of buildings. There are others, and they are many, who believe that they should be permitted to construct on their own land any kind of building and to use any materials they themselves may desire. The police power is primarily for the purpose of protection and safety of life. The courts have held that a city may properly regulate the design and construction of buildings erected within its jurisdiction to prevent the collapse of a building through structural defect or from fire. It may also adopt regulations to provide for the occupancy and safe egress when under the latter occasion it is necessary to evacuate a building. It may even provide special regulations for the occupancy of a building when such occupancy presents a definite or special hazard which might result seriously in a loss of life or property.



In the Uniform Building Code the Pacific Coast Building Officials Conference, together with all of those participating in the preparation of this code, will endeavor to define minimum safe standards of building construction which will provide the proper and necessary protection to property owners and users and accomplish this end in an intelligent and economic manner. The latest and best information available from recent developments and research will be applied and incorporated in this code. The material is being arranged in a definite, systematic manner so that the user may readily find what is desired when the system has been learned without it being necessary to become acquainted with every particular in the code. This will be of especial advantage to those who are not frequent users of such a document.

The proposed code will classify and provide regulations for every type of building now in use. The use or occupancy of buildings will provide another distinct classification, with the two classifications interlocking, so that it will be a comparatively simple matter to determine the kind and type of construction necessary for a certain size and use of building. The detailed regulations in the code will be compiled under separate chapters and will be related by cross reference throughout the code, thereby eliminating much repetition which would otherwise be necessary. Engineering regulations and the working details and stresses of each of the major building materials have been arranged in separate chapters so as to be readily usable. Somewhat of a departure from present building regulations is accomplished in the classification of building materials according to fire resistance. These standards will be based on definite information from fire tests. A method of test will also be specified so that any new materials

developed, or new uses of materials, may be tested and readily classified. The usual details governing the conduct and operation of a building department and those details covering appendages and projections of buildings, together with general safety features, are also included and will be separated and thoroughly tied in with the rest of the code by cross references wherever necessary.

There has always been and perhaps always will be considerable argument regarding the necessity of fire-safe construction under certain conditions as compared with inflammable construction. Economic necessity, coupled with that indefinable value of human life, must necessarily be considered in the determination of such matters. Things which are permissible in the construction of privately used and owned buildings are certainly not permissible in public buildings where great crowds congregate. In the latter condition the question of handling masses of people under panic conditions must be considered. In this problem the Conference has been governed in its determinations for such regulations by recent research of the American Engineering Standards Committee. The Building Exits Committee, which is a sub-committee of the larger body, has gone into this question more thoroughly than has any other up to the present time. They consider more thoroughly and completely that indefinable factor, the value of human life.

The development of the Uniform Building Code is of a definite financial import to all cities. A building code is a necessity for every city, large or small, for each one should regulate and control building construction from the standpoint of public safety. Experience has taught that where no building laws are in effect, haphazard and dangerous construction is bound to result. Of course adequate and proper inspection is neces-

## City Planners and Realtors Join Forces to Control New Subdivisions

The National Conference on City Planning, which was held in Washington, D. C., last month, took a very important and significant step in the approval and indorsement of a report of the joint committee on Subdivision Control of the National Association of Real Estate Boards and the American City Planning Institute, and these three powerful bodies are now pledged to joint forces in a movement which means a great deal for the future of City Planning.

The committee's report, in part, is as follows:

"We believe that the time has now arrived when more definite steps should be taken to control the subdivision of land. Not only do city officials, planning boards, realtors, city planners and a large percentage of the public see the necessity for this control, but new traffic conditions and new modes of living require that a very thorough study be made of platting the unbuilt areas in and adjoining our cities, and that some control be exercised over the subdivision of the land. Mistakes can be avoided in the platting of the unbuilt area much easier than these same mistakes can be remedied in the built-up sections. In many cities it has been customary to extend this control for a distance of three miles beyond the city limits. In larger and rapidly growing centers of population, a larger territory needs to be brought under subdivision control, and this control is in the long run likely to be supplied by means of regional planning.

"Realtors have made wonderful progress in five or ten years' time in their subdivision work. This progress has been evidenced in the small as well as in the larger community developments. However, it remains a fact that the small

layout oftentimes does not fit into anything in particular and may look all right by itself until other small adjoining tracts are developed, and finally a network of misfits and an unwieldy community are the result. . . .

"A more or less comprehensive development plan, depending on local requirements, offers a remedy for this unsatisfactory condition. The sale of the small unit of the subdivision or the single building lot can certainly be more readily made, if the purchaser be assured that his property is a portion of a well-considered plan of development, and that this plan will be enforced to a reasonable degree. Such plan, prepared or suggested, would have to be general and not include the small details of platting. Such plans should also consider the practices now in operation in the particular city or section of the country."

The committee's recommendations in full, as adopted by the Conference, are as follows:

1. That state planning enabling acts should be enacted, delegating to cities and other political subdivisions the authority to prepare general plans and to approve subdivisions.

2. That under the authority of such an enabling act a master plan should be prepared for the area of control, showing the location of main thoroughfares, recommendations for open spaces and designating land areas for specific uses.

3. That the control of the platting of subdivisions should be authorized under the Act and this control exercised by the local planning commission.

4. That the planning commission should be an appointive, non-political board, serving without compensation, and the members should hold no other municipi-

pal office, excepting that certain legislative or administrative officials should be ex-officio members of the commission.

5. That the master plan and the control exercised should extend out beyond the municipal limits into the non-municipal territory which will sooner or later be developed as a portion of the city; this control to be developed in accordance with a regional plan in cooperation with the adjoining territorial governments.

6. That the planning commission be authorized to adopt regulations providing for the location, continuity and width of streets, to safeguard travel, prevent congestion and provide proper drainage. Such regulations to include, where and when practicable, the minimum size and area of building lots, and the extent to which street improvements, such as water and sewer provisions, should be made

before approval of plats. (In some states bonds are required from the landowner, guaranteeing the installation of these improvements. This seems to be practicable.)

7. The general requirements for principal public parks and recreational spaces and sites of public buildings should be included as a part of the master plan. Where a landowner has submitted a plat of his land and the authorities have designated in it such a principal public park, recreational space or public building site as part of the master plan, the municipality should take prompt steps to acquire such land, or failing so to do, should act upon the plat, so that the owner can make use of his property. The subdividers should be encouraged to provide small private recreational parks.

## CITY PLANNING LEGISLATION

Two Acts adopted at the last session of the Legislature and signed by the Governor are of considerable interest to City Planners.

**First, Senate Bill No. 645**, amending the 1907 Map Act:

This amends Section 1 by defining a sub-division as the dividing, for the purpose of sale, of a parcel or tract of land into five or more lots, or the dividing of land into two or more lots in connection with the laying out of a street or road as a means of access thereto. The Act also requires all blocks and roads to be numbered, and defines a "lot" as meaning any parcel of land containing less than 5 acres in area. The new Act also requires all maps to be 18x26 inches, and requires all maps to be accompanied by a certificate of the County Planning Commission, if such there be, or of a City Planning Commission, if such there be, in incorporated cities, but the action of the Planning Commission may be ap-

proved or disapproved by the legislative body of the City or County as the case may be.

Section 8 of the 1907 Act provided that no person could sell any lot of land **by reference to a map**, unless such map had been filed and recorded as required by law. The new Act provides that no person shall sell or **offer for sale any sub-division or part thereof** "unless a map" has been made and filed in all respects as provided in the Act.

The new Act also inserts in Section 9 a provision that every sale or contract for the sale of any parcel of land contrary to the provisions of the Act shall be voidable at the option of the purchaser.

**Second, Senate Bill No. 585**, known as the "Master Plan Act" authorizes cities, etc., to establish official Master Plans and to appoint Planning Commission, and repeals Chapter 428 of the Statutes of 1915, as amended, and Chapter 735 of

(Continued on page 247)



# Are We Spending Too Much for Government?

## II. STATE EXPENDITURES—HAS THEIR UPWARD CLIMB BEEN JUSTIFIED?

By CLARENCE HEER

*National Institute of Public Administration  
In the National Municipal Review of May, 1927.*

*The eternal struggle between Mr. Citizen as taxpayer and Mr. Citizen as consumer of government services is well illustrated in this article. One-half of the money increase in the cost of state government from 1915 to 1925 was due to the rising price level. But over 70 per cent of the actual increase must be charged to expansion in public education and highways; that is, to expenditures demanded by the same people who pay the taxes.*

The total spendings of the country's various agencies of government, federal, state and local, are, at the present writing, upwards of 10 billion dollars per annum. Of this huge sum, state governments spend approximately 15 per cent. The arresting feature as regards contemporary state expenditure, however, is not its absolute amount but the unparalleled rapidity with which it has expanded within the last decade.

Between 1915 and 1925, the aggregate governmental cost payments of the forty-eight states of the union increased at an average rate of  $12\frac{1}{2}$  per cent per annum. The comparable rate of growth in the expenditures of the country's 146 largest cities was less than 10 per cent per annum. State government was  $3\frac{1}{4}$  times as costly in 1925 as it was in 1915. Most of this increase occurred after and not before the close of the World War, during an era of generally falling prices, when economy and efficiency were the watchwords in private business and when the "back-to-normalcy" movement was in full swing. Between

1919 and 1922 state expenditures exactly doubled. During this same three year period, wholesale commodity prices registered a decline of 21 per cent, the cost of living dropped 11 per cent and the ordinary expenditures of the national government were reduced by more than 80 per cent.

On the basis of purely circumstantial evidence, it would not be difficult to draw up plausible charges of waste and extravagance against the various state administrations. Such charges are in fact frequently made and find support in authoritative places. Circumstantial evidence is easy to obtain but it is notoriously unreliable and deceptive. Direct evidence regarding the reasons for the abnormal growth of state expenditures during recent years is obtainable in the form of official records and reports. Such evidence, however, must be hunted down, analyzed and interpreted. These processes involve a certain amount of irksome effort which may possibly account for the general disfavor in which they are held by our numerous popular interpreters of governmental problems. The present article is not intended as an exhaustive review of all the extant documentary material bearing on the causes of the current high cost of state government. It is proposed, however, to make some use of the more readily available statistical sources and to suggest the possibility of certain other explanations for the recent increase of state expenditure

besides the much reiterated one of waste and extravagance.

#### ROLE OF PRICE INFLATION

According to the reports of the bureau of the census, the aggregate governmental cost payments of the several states increased from 495 million dollars in 1915 to 1,615 million dollars in 1925, an increase of 226 per cent. This increase can have little meaning until due allowance has been made for changes in the purchasing power of the dollar. The years which witnessed the late rise in governmental costs were characterized by a violent fluctuation of prices. Public expenditures were not exempt from the effects of this disturbance. It is not proper to assume, however, that the prices paid by governments for the commodities and services required in the performance of their functions followed the same course as any of the general purpose index numbers commonly used to measure changes in purchasing power. As is well known, monetary inflation affected individual prices in a very unequal manner. Moreover, governmental disbursements are for highly specialized purposes, salaries and wages representing their most important single element.

Various special purpose index numbers have been constructed to measure the effects of monetary inflation on particular groups of prices. Thus we have index numbers of wholesale commodity prices, index numbers of the cost of living, and index numbers of wage rates for various classes of workers. As yet there are no current indices covering the cost of commodities and personal services required in carrying out the functions of government. The writer recently attempted to construct such a series of index numbers on the basis of price and salary data applicable to the expenditures of the state of New York during the years from 1915 to 1923 inclusive. The final indices re-

flected not only the direct effects of inflation on expenditures for commodities and personal services but also the indirect effects of inflation on such items of expenditure as interest and amortization charges and state subventions to local political units. The results indicated that the state's "cost of living" had increased by some 54 per cent between 1915 and 1923. In other words, considering all of the various claims made upon it, the state's dollar in 1923 secured no more than could have been obtained for 65 cents in 1915.

There was very little change in price and wage levels between 1923 and 1925. If New York state's experience was in any sense typical, therefore, and there is no reason for believing that it was not, it follows that much of the increase in the total governmental cost payments of states between 1915 and 1925 was nominal and not real. It is conservative to assume that the dollar expended by the state governments in 1925 had a purchasing power of only 65 cents in terms of 1915 values. On this basis fully half of the 1,120 million dollar increase in state expenditure which occurred during the last decade was due to price inflation. Reduced to dollars of 1915 purchasing power, the aggregate governmental cost payments of the forty-eight states for 1925 amounted to only 1,049 million dollars as contrasted with 1,615 million dollars in terms of current values. The real increase in state expenditure between 1915 and 1925 was, therefore, only 112 per cent as compared with the nominal increase of 226 per cent.

#### ANALYSIS OF INCREASE

An increase of 112 per cent within the space of ten years cannot be regarded with equanimity. What were the causes for this expansion? Considerable light on this question is furnished by the *Financial Statistics of*

*States* published annually by the bureau of the census. The following table, based on census data, analyzes the increase in state costs between 1915 and 1925 according to character of expenditure. The figures used represent current values and have not been adjusted for inflation.

It will be seen from the above table that nearly 60 per cent of the aggregate growth in the cost of state government during the period under review relates to current expense for operation and maintenance. Increased outlays for capital extensions and improvements account for over 36 per cent of the total. Despite the widely prevalent notion that the piling up of state indebtedness has been an important factor in bringing about the present level of costs, it will be noted that the growth of interest and amortization charges accounts for less than 5 per cent of the total increase in cost payments during the years under consideration.

A real understanding of the factors responsible for the current scale of state costs can only be obtained by subjecting each of the expenditure categories enumerated above to a detailed analysis. The above table gives a functional analysis of the most important group of costs, namely, expenses for operation and maintenance.

Limitations of space will not permit of an extended discussion of all of the individual increases set forth in the above tabulation. Only the more striking of these increases will here be considered. It is a significant fact that the largest single item of increase is attributable to public instruction. It alone was responsible for more than 38 per cent of the total growth of current state expenses during the period under review. Next in importance is the function of highway maintenance which contributed about 19 per cent of the total growth. The

current upkeep of state prisons, hospitals and charitable and correctional institutions ranks third in importance, accounting for 12 per cent of the aggregate increase. So-called miscellaneous expenditures, the nature of which will be indicated later on, account for somewhat less than 12 per cent of the total. Since the four items mentioned comprise over 80 per cent of the total increase in current state costs between 1915 and 1925, separate consideration of each of them is warranted.

#### EDUCATION

Of the 398 million dollars expended by state governments for educational purposes in 1925, about 256 millions represented educational subsidies or grants in aid to local political units. In 1915 the amount of state aid for local public instruction amounted to only 98 million dollars. The increased support of local education was due in part to the same circumstances which caused the direct educational expenses of the states to advance but the growth of state aid was proportionately greater than the growth in educational expenditures for the country as a whole, and reveals a tendency on the part of state governments to assume a larger share of the local educational burden.

Primarily, however, the need for increased state aid would not have developed when it did had it not been for the tremendous advance in educational costs which came after the World War. According to the reports of the United States commissioner of education, the total amount expended on schools for the country as a whole registered a rise of approximately 250 per cent between the school years 1913 and 1924. The reasons for this phenomenal advance may be summarized under three heads, (1) price inflation, (2) increase in school enroll-



ment and (3) improvements in educational standards.

Index numbers of the cost of public instruction compiled on the basis of data applicable to New York state indicate that the same sort of education for which the tax payers of the state paid \$100 in 1923 could have been obtained for \$57 on the basis of the 1915 price and salary level. Assuming that this situation was true for the United States as a whole, and that the same differential holds for the years 1913 and 1924, it is apparent that the real growth in educational costs between these two years, after elimination of the effects of price inflation, was in the neighborhood of 100 per cent. Most of this advance may be readily accounted for on the basis of increased school enrollment and improvements in educational standards.

Between 1913 and 1924 there was a 40 per cent growth in average daily school attendance. The number of pupils attending public high schools increased by approximately 125 per cent. Since the annual cost of educating a secondary school pupil is about two and a half times as great as the cost of educating an elementary school pupil, this influx of high school pupils exercised a disproportionate effect on current school costs. Improvements in educational standards are indicated by such criteria as the lengthening of the average school term from 158 to 168 days and the raising of the average salary per teacher from \$512 to \$1,227 per annum. Such features as school doctors, nurses, dental clinics, open air schools, lunch rooms, supervised playgrounds, gymnasiums, special classes for mentally backward or deficient children, visiting nurses and programs of physical and health education, furnish further evidence of the extent to which the quality of the educational offering has changed within the last decade.

#### HIGHWAY MAINTENANCE

The bulk of current state highway expenditures are for the care and maintenance of state systems of public roads. It will be noted from the preceding table that these expenditures were over six times as great in 1925 as in 1917. Price inflation is by no means sufficient to account for this remarkable growth. Index numbers of the cost of labor and materials employed on road maintenance in New York state show an advance of only 52 per cent as between 1915 and 1922. The main reason for the expansion of highway costs was the pressure for good roads which came with the advent of the automobile. The rapid popularization of motor transportation resulted in a tremendous growth of highway traffic which necessitated the construction of more durable and more expensive types of roads and the spending of ever greater sums for maintenance and reconstruction.

While there is no single criterion which will serve to measure the amount of repair and reconstruction work necessary on a given highway system, it is clear that such requirements are largely dependent upon the number of miles of highway to be maintained, the number, weight and speed of the vehicles using the highways and the proportion of the total mileage which has reached or is approaching the end of its economic life. In 1925 the total mileage of surfaced roads in state highway systems was approximately 188 per cent greater than in 1915. The volume of highway traffic as indicated by motor vehicle registrations was more than eight times as great. In this connection it must be remembered that there was a relative increase in the number of motor trucks and busses, vehicles which, because of their weight, cause more damage to the roads than any other class of traffic.

One of the most important factors in bringing about an advance in highway maintenance costs was the increase in the average age of highway systems. Even when properly maintained, the volume of repair work on a given road grows larger as its age increases. Finally a point is reached where it becomes more profitable to build a new pavement than to attempt to maintain the old one. The building of our present network of improved highways was scarcely under way in 1905. As a result a much larger proportion of the total highway mileage was approaching the end of its economic life in 1925 than was the case in 1915. This circumstance resulted in a large and unavoidable increase in expenditures for repairs and reconstruction.

#### HOSPITALS, CHARITIES AND CORRECTION

Expenditures for hospitals, charities and correction comprise for the most part the cost of maintaining the inmate populations of state prisons, hospitals for the insane and various state institutions for paupers, delinquents and defectives. It will be noted that these expenditures showed an increase of 89 per cent during the period under review and were responsible for 12 per cent of the total growth of current state expenses. There is no mystery about this increase. The United States bureau of labor statistics' index numbers of the cost of living registered an advance of 67 per cent between 1915 and 1925. The residual increase was due to growth in the number of inmates to be maintained. Complete data regarding the number of state dependents are not available for the years 1915 and 1925. Between 1910 and 1923, however, the aggregate number of insane in hospitals, feeble-minded in institutions, prisoners in state prisons and paupers in almshouses expanded by more than 20 per cent.

The three functions so far mentioned account for over two-thirds of the total increase in current state expenses. The causes for the remaining third of the increase are too numerous to permit of more than passing mention. The 77 million dollar growth in miscellaneous expenses is an aftermath of the World War and represents mainly relief and bonus payments to veterans. In 1925 nearly 56 million dollars were paid out by the various states in the form of soldiers' bonuses. In judging of the legitimacy of other items of increase, the following facts must be borne in mind. In 1925 the country had a population 16 per cent greater than it had in 1915. The purchasing power of the government's dollar had shrunk to 65 per cent of its pre-war value. Price inflation created a need for new revenues and the collection of these revenues entailed additional expense. Finally, the scope of many state functions especially those connected with health and conservation was extended. One of the most costly of the new activities was a movement, jointly sponsored by the states and the federal government, to stamp out bovine tuberculosis. In 1925 about 7 million dollars was disbursed by the various states in indemnifying farmers for losses sustained through the slaughter of diseased cattle.

#### CAPITAL OUTLAYS

The survey of the causes lying back of the increase in the current expenses of state governments has necessarily been hasty and superficial. Nevertheless it must indicate even to those who have a strong anti-government bias that the increase was in the main legitimate and unavoidable. Can a like judgment be rendered as regards state expenditures for capital extensions and improvements? It has been seen that these expenditures grew by some 428

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## Uniform Traffic Ordinance for California Cities

By W. B. HOGAN, City Engineer  
Stockton, California

One of the most important problems in City Affairs which have been receiving the attention and study of experts for the past two years is the Uniform Traffic Ordinance for California cities.

The necessity for a Uniform Traffic Ordinance has been recognized nationally and Secretary of United States Commerce, Mr. Herbert Hoover, has had prepared and distributed through the United States a model ordinance on this subject.

The Automobile Club of Southern California in 1926, through their Legal and Public Safety Departments and with the able assistance of Doctor Miller McClintock, drafted a Uniform Traffic Ordinance. The same has been adopted by the cities of Los Angeles, Glendale, Anaheim, Santa Monica and several other Southern California cities.

The Board of Supervisors of San Francisco through their Traffic Committee recognized the importance of this forward step in the control and regulation of traffic and called a meeting in San Francisco in July, 1926, at which time the Municipal Traffic League of California was organized. This meeting was attended by the representatives of many of the cities of the State.

At this meeting various officers of the League were elected and committees appointed to prepare a preliminary draft of a Uniform Traffic Ordinance.

The next meeting of the League was held in Fresno in November, 1926, at which time there was submitted for consideration, the proposed Uniform Traffic Ordinance for California cities.

This Ordinance was thoroughly discussed and a few amendments were adopted. The consensus of opinion at

this meeting was that the Ordinance in its preliminary form was exceedingly well prepared and covered the subject in a very thorough manner.

Several Northern California cities, including Sacramento, Santa Rosa and Santa Cruz have already adopted the Ordinance as submitted at the Fresno meeting, together with the amendments made at that time.

The Ordinance is so prepared that it is applicable to any city regardless of population.

The essential features of Traffic Control and Regulations that are covered in this Ordinance apply to all cities.

It will probably be necessary for some cities, however, to adopt additional regulations, or to leave out certain sections in the proposed Ordinance which do not apply to their particular case. The cities adopting this Ordinance, however, should not change the provisions therein because this procedure would soon result in the lack of uniformity which it is desired to promote.

Our Public Health authorities who are spending millions of dollars to extend the span of life and cut down the general health rate find themselves confronted with a death rate due to automobile accidents which is exceeding the death rate of many of our most serious communicable diseases.

Within the registration area of continental United States, the death rate due to automobile accidents per 100,000 estimated population in 1924 due to automobile accidents was 15.7 and 17.0 in 1925.

Typhoid fever death rate for the corresponding years was 6.7 and 8.0.

*(Continued on page 256)*



## Public Health Engineering Abstracts

**Recreational Use of San Diego's Water Supply Reservoirs.** R. C. Wueste. Engineering News Record, Vol. 97, No. 10, September 2, 1926. pp. 386-388.

Privately owned water companies in San Diego County, as well as the city, are featuring recreational use of their reservoirs. The cost to the city, including interest and depreciation on equipment used, and operating salaries, amounts to about 25% of the gross receipts. There has been cooperation with the California Game and Fish Commission. Water fowl hunting has been regulated. Facilities for campers have been provided.

The sanitary control measures are: (1) Shore line toilets of pan type at half mile intervals; (2) parking of automobiles restricted to designated areas marked by signs and provided with garbage cans and pan toilets; (3) overnight camping restricted to station headquarters on an area draining away from the reservoir, and provided with garbage cans, flush toilets, street lights and other conveniences and attractions; (4) daily shore and water patrol by car and motor boat for supervision and surveillance of permittees; (5) maintenance of all elements in a high state of cleanliness and orderliness.—Paul S. Fox.

**Submerged Contact-Aerators for Sewage Treatment.** Dr. Karl Imhoff, Chief Engineer of the Ruhrverband, Essen, Germany. Engineering News-Record, Vol. 97, No. 24, December 9, 1926. pp. 948-949.

Dr. Imhoff describes contact-aerators installed in a two-story tank at Kettwig in the Ruhr district of Germany. The aerator consists of brushwood suspended in a wooden form in the upper compartment of the tank beneath which is a moving air pipe suspended as a pendulum. In operation, the mixture of air and sewage being lighter than the sewage outside there is a circulation up through the brushwood bringing sewage in contact with the biological growths on the material of the aerator. The efficiency of the aerators with short periods of treatment is said to be surprisingly high. Construction costs are only 5 to 10 per cent of the cost of the two-story tanks and the power consumption is only 1 to 1½ hp. per U. S. million gallons the air quantity being 0.1 cu. ft per U. S. gallon. It is uncertain whether the contact aerators would be economical where full biological treatment equal to the efficiency of a good activated-sludge plant is necessary, but they promise to be economical for certain conditions, as: (1) For partial purification that occurs where settling is not sufficient and full biological treatment is not necessary; (2) for preliminary treatment in trickling filter plants or activated-sludge plants to increase capacity; (3) for city sewage containing objectionable industrial wastes as the aerators are less sensible to disturbances as are other devices.—H. R. Crohurst.

**School Sanitation from the Standpoint of the School Administrator.** John R. McLure, Prof. of Educational Administration, University of Alabama, American Public Health Journal, Vol. 16, No. 9, September, 1926. pp. 887-892.

The author opens his discussion by stating the needs of the subject as follows: first, a program that has been developed and tested on a strictly scientific basis; second, a type of school organization and control that makes possible successful and efficient results with the total school population in the entire area concerned; and third, an adequate system of school revenues that makes possible the financing of a complete and equal program for all school children.

While the title of this paper and the detailing of the needs as above would indicate the treatment of general school sanitation, it is found that it is mainly a discussion of school ventilation. The author treats most convincingly of the fallacy of the "30-cubic-feet-per-minute-per-pupil" theory, which is the basis of nearly all State regulations concerning school ventilation.

The mechanical system of ventilation is contrasted with that of the gravity system and it is stated that "compliance with ventilation laws and regulations now discredited by scientific research, is costing taxpayers, chiefly in our cities and towns, millions of dollars annually. Millions of dollars from bond issues and tax levies have been translated into idle, semi-idle and useless mechanical ventilation devices and paraphernalia. The conclusion is inevitable. Mechanical ventilation has not worked."

The desirable type of organization and control of the school system is discussed and especially the importance of abandoning the small one-teacher schools or school districts where it is economically impossible to provide proper sanitation, in favor of the larger consolidated or county-unit districts.

The paper concludes by a brief reference to the necessity of an adequate system of school revenues, in which it is stated that "more and more the revenues must come from State rather than local taxes," in order that poorer counties or districts may have educational facilities comparable to that furnished the more fortunate districts.—H. N. Old.

**Value of Under Water Lighting in Outdoor Swimming Pools.** Bengt Norman Bengtson, M. D. *The Nation's Health*, Vol. 8, No. 11, November 15, 1926. pp. 753-754.

The writer describes experiments with a 500 Watt insulated lamp during night bathing at a deep pool in Garfield Park, West Chicago. One lamp properly shaded had a radius of illumination of 20 to 30 feet. Under water illumination very attractive and more effective than overhead spot or flood lighting. Would probably reduce danger of accidents during night bathing. Dirt and turbidity very conspicuous, tending toward more careful operation to maintain a clean bright water. The author also describes experiments indicating underwater lighting might have some bactericidal effect thus aiding in sanitary control.—Stephen DeM. Gage.

**What is Known About the Effect of Smoke on Health.** Wm. Charles White, M. D., Pathologist, U. S. Public Health Service. *American City*, Vol. 36, No. 2, February, 1927. pp. 204-205.

Smoke prevention will be more readily secured if it can be shown that smoke laden atmosphere has a harmful effect on the human system. The chief arguments heretofore have been for comfort and cleanliness.

The City of Pittsburgh has been suggested as an experiment center to determine definitely the effect of smoke on health. Data collected by the author show that Pittsburgh has a low tuberculosis death rate but a high pneumonia death rate. An analysis by wards shows that the higher rates occur where the smoke laden air is denser. Observation also showed that many children in these dense smoke areas suffered from respiratory diseases. The number of physicians specializing in respiratory disease treatment is higher per capita in Pittsburgh than in Baltimore, showing a greater demand for this type in the smoke areas.

The article is concluded by the remark that the evidence is indicative but not conclusive that smoke must be controlled from the viewpoint of its effects on public health.—D. W. Evans.

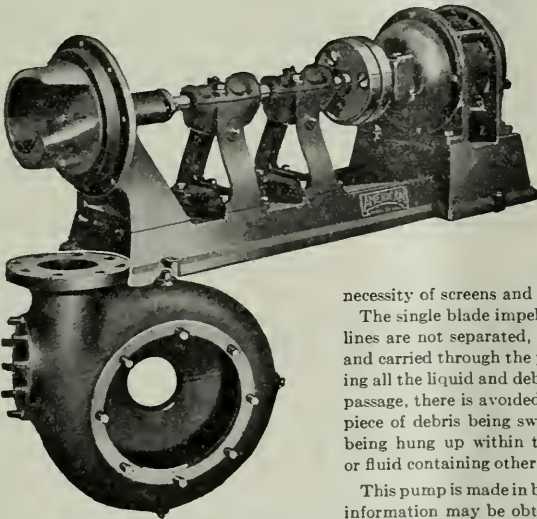
**Regional Planning in Relation to Public Health.** Thomas Adams, General Director of Plans and Surveys, Regional Plan of New York and its environs, Russell Sage Foundation, New York City. *American Journal of Public Health*, Vol. 16, No. 11, November, 1926, pp. 1114-1121.

This article describes in a general way the relation of Regional Planning to Public Health. Regional planning is not a substitute for what has heretofore been known as city or town planning but is the planning for large areas which have as their nucleus cities or towns.

The object of regional planning is to secure health, order, safety, convenience and general welfare in connection with the physical growth of the communities. Health comes first and is involved in every phase of regional planning, more especially, water supply and sewage disposal; housing in the central and suburban areas, from the points of view of land development and sanitation; parks, playgrounds and other open areas; placing and surroundings of schools; refuse collection and disposal; placing and planning of correctional and welfare institutions.

As an example of the necessity of regional planning and the accomplishments of having the same the Buffalo Metropolitan Region is cited.

Living conditions in New York, unbalanced development, underlying cause of defective urban growth, high buildings, planning for future growth, etc., are all discussed briefly.—E. S. Tisdale.



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**Taste in Chlorinated Water.** Anon. Public Works, Vol. 57, No. 1, January, 1926. pp. 32-33.

Investigation following complaints of tastes and odors in drinking water by a limited number of users indicated that complaints always followed certain atmospheric conditions and that water exposed acquired the odor and taste, while that shielded from these conditions did not. Experiments conducted in the laboratory confirmed that the odor was caused by a "phenol" constituent of smoke, or an allied body, and indicated that one part of phenol in 5,000 million parts of water gave use to taste observable by a few people, while stronger doses became more and more perceptible until every one could detect first the taste, and then the odor.

This odor only arises when there is a slight excess of chlorine, and must not be confounded with the chlorine taste observed when chlorine is used in relatively considerable excess.

An iodoform taste can be produced by one or less parts of iodide in 200 million parts of water.—A. W. Blohm.

**Effect of Impounding Reservoir on Water at Greensboro, North Carolina.** C. W. Smedburg, Supt. of Water Works. Journal North Carolina Section American Water Works Association, Vol. 3, No. 1, 1925. pp. 51-59.

Greensboro impounds the water from Horsepen and Reedy Forks Creeks in a recently completed reservoir of one billion gallons capacity or 250 days supply. Clearing within and along the margins of the reservoir have not thus far eliminated color increase which now has a maximum of 20 p. p. m. compared with 10 p. p. m. heretofore. Turbidity has been reduced from 500 to 30 p. p. m. Hydrogen ion concentration has changed from 6.8 to 7.0 with a maximum observed of 7.6, necessitating increased amounts of alum for coagulation. Microscopic organisms have increased but thus far not sufficiently to impart a taste or odor to the treated water. A general discussion on causes of tastes and odors is appended.—J. K. Hoskins.

**Typhoid Epidemic from Deep Well; Polluted by Surface Seepage.** R. O. Heater. Water Works Engineering, Vol. 79, No. 5, March 1, 1926. p. 272.

In drilling the well, a small stream of water was encountered at about 155 feet or about one-half the total depth, but it was not cased off. Ten years afterwards, due to a typhoid outbreak, it was discovered that water from an abandoned rock quarry was evidently seeping into this small stream. It was cased off and the water supply has not shown any contamination since.—F. C. Dugan.

**More Smoke Stopped by Diplomacy Than by Ordinance.** Osborn Monnett. The American City, Vol. 36, No. 1, January, 1927. p. 81.

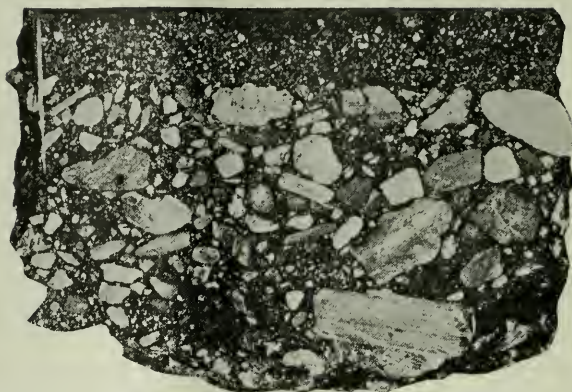
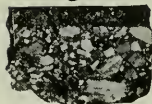
The author of this paper who has had very extensive experience along the lines of smoke control points out that about one-half the smoke of any particular locality is caused by the more important industrial plants, and about 25% of the smoke in the heating season is produced by the small heating plants. He emphasizes the importance of the human element in the control of the smoke problem. The progress of this art, he believes, depends largely on instruction and organized, consistent, educational effort, both for better equipment and for better supervision.

A standard satisfactory appropriation, according to Mr. Monnett, is approximately \$50,000 a year per million population.

By the proper means, approximately 60% of the residential smoke may be prevented and as high as 95% of the industrial plant high pressure smoke may be prevented. He emphasizes the importance of carbonized fuel as a solution of this problem.—Leonard Greenburg.

3,726  
miles\*  
from  
1918-1926  
(inc.)

80  
miles\*  
laid in  
1918



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The area of asphaltic concrete base-and-surface pavements on the Pacific Coast has grown from 80 miles laid in 1918 to 3,726 miles laid from 1918-1926 inclusive.

This *does not include* the miles and miles of asphaltic concrete laid prior to 1918 nor that used to surface other pavement types, nor does it include that used to re-surface worn-out pavements. The California Highway Commission alone, in 1926, laid the equivalent of 48 miles of 18-foot asphaltic concrete re-surfacing.

Long service and low upkeep costs are the reasons for asphaltic concrete's appeal to engineers, city, county and state officials, and taxpayers.

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\*Equivalent of 18-foot pavement.

STANDARD OIL COMPANY OF CALIFORNIA

# ASPHALTIC CONCRETE

*for durability*





*(Continued from page 234)*

the Statutes of 1917. This Act provides that any City or County may by ordinance establish an official Master Plan, and such plan shall be deemed final and conclusive with respect to the location and width of streets and open spaces, and the location of parks, playgrounds, and public rights in lands shown thereon. It provides for the organization of the City Planning Commission, whose duty it shall be to make and adopt a Master Plan for a physical development of the City and of any land outside of its boundaries. The Commission may from time to time adopt and publish a part of the plan covering one or more major sections, or it may from time to time amend or add to the Master Plan. Before any plan be adopted, notice must be given and a public hearing held thereon.

Section 8 provides that whenever the legislative body has adopted the Master Plan of the City, or of any section thereof, no street, square, park, or other public way, ground, or open space, or public building or structure, shall be constructed or authorized in the area shown on said Master Plan until the location, character, and extent thereof shall have been submitted to and approved by the Planning Commission. Any action of the Commission, however, may be overruled by a two-thirds vote of the legislative body.

Section 18 provides that whoever sells any land by reference to a Plat before the same has been approved and recorded shall forfeit and pay a penalty of One Hundred Dollars, and the description of such lot by metes and bounds is also prohibited. This provision is limited in its operation to the owners of land located

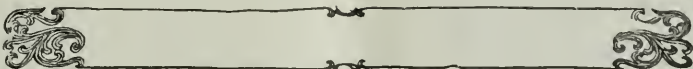
within the territory of a subdivision, subject to the approval of the Planning Commission or legislative body.

After a Planning Commission has adopted a major street plan of territory within its subdivision jurisdiction, no building shall be erected on any lot within such territory, nor shall a building permit be issued therefor, unless the street giving access to the lot upon which such building is proposed to be placed shall have been accepted, or unless such street corresponds with the street shown on the official Master Plan or with the street on a Plat approved by the Planning Commission.

If any owner of property lying within any lines for a proposed opening or widening of any street shall claim that his property is being taken without compensation, he shall have the right within three months after the recording of notice, to file a protest and demand that the property be vacated, or he be compensated, or that the city commence an action in condemnation.

There are several sections added, which provide for the establishment of a regional Planning Commission.

The whole Act is designed to give greater legislative control over the subdividing of land, the location of streets and open spaces, and to eliminate some of the expense to which cities are unnecessarily put in projecting and planning for arterial highways through more or less undeveloped territory. Experience will probably show that both Acts will have to be amended to meet unforeseen difficulties, and both Acts merit careful study, and liberal interpretation in order to avoid any unjust burdens.





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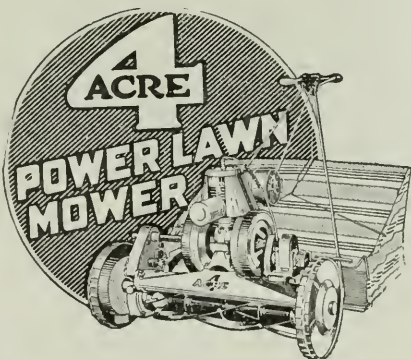
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*(Continued from page 232)*

sary in order that the building law may be operative and effective. There is a great deal of work in the preparation of a building code with resultant financial cost. Through the medium of such a code the individual city will be saved this cost to a great degree, for by supporting and contributing to this movement they will receive at a very nominal cost a law which would require thousands of dollars for the individual city to prepare for itself. By concentrating on this problem jointly, assistance is given the problem by national organizations which would never be given the individual city. Every city should take an active interest in the formulation of this Uniform Building Code and support it to whatever extent it is able to do so, both morally and financially.

Sponsored by Senator Ralph Swing of San Bernardino and fostered by the League of California Municipalities and the Pacific Coast Building Officials Conference, during the last session of the State Legislature of California Senate Bill No. 247 was enacted. This bill provides a means whereby a municipality may adopt a set of printed regulations affecting building construction without the necessity of publishing in a daily newspaper such a lengthy ordinance, as has been required in the past. This will open the way for the smaller city to adopt a complete set of building regulations to cover all kinds of construction and safeguard any future proposed construction at a very nominal cost. Heretofore, it would have meant thousands of dollars for the publication of such a lengthy ordinance, which was prohibitive, and resulted in the smaller city neglecting to adopt any comprehensive and complete set of building regulations.

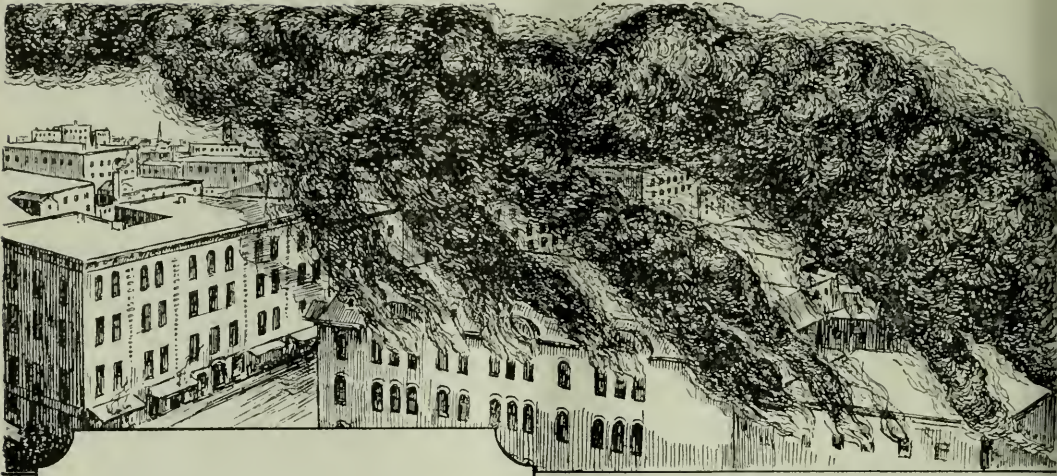
Throughout the preparation of the Uniform Building Code, marked by its various preliminary drafts which have

successively replaced each other after considerable study and revision, the Conference has welcomed the cooperation and interest of all cities, architects, engineers, contractors, material manufacturers and research organizations. At a great number of public meetings the representatives of all of these branches of the building industry have actively taken part in the proceedings and have readily given their knowledge and experience to assist in the preparation of a code which would be unbiased, complete and comprehensive. Through all the various stages of development the rule of minimum safe standards was applied so that the final result might be safe construction compatible with economic needs.

To the individual city the adoption of the Uniform Building Code will be the action necessary to protect the public's interest through the proper police regulation of private and public building operations. The general adoption of this code will prove all the more effective and powerful in its enforcement through more common consent, as represented by the individuals taking part in its formulation. To the manufacturer of building materials it will result in a reduction of a great amount of multiplicity in the manufacture of his building materials which is now necessitated by the great variety of building regulations in the various cities. This is bound to react in a favorable manner to the building public.

During the past year inquiry has been made regarding the completion of the Uniform Building Code. To the individual who is not familiar with the enormous task incident to the writing of a building code it is apparently a simple matter until the immense amount of detail and weighing of facts is realized. The Conference has been at work preparing the Uniform Building Code for the past two years and it is now planned to





### *Philadelphia, Pa.*

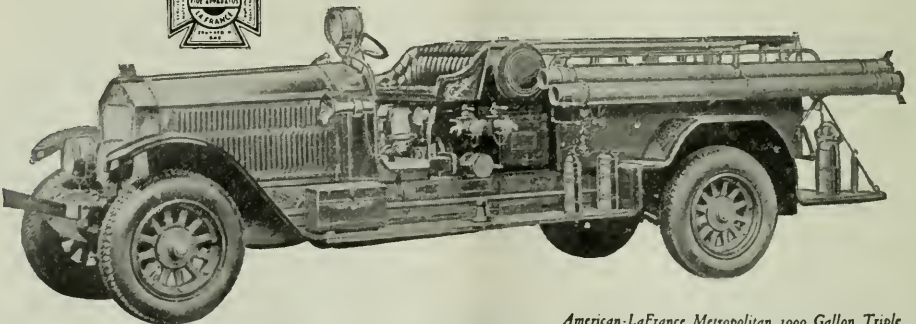
[JULY 9, 1850]

Philadelphia's most disastrous fire took place at this time. Fire was first discovered at four o'clock in the afternoon in a building located at 78 Delaware Avenue which was occupied for storage purposes. Feeding on the inflammable material in this building, the fire spread until the entire building was soon enveloped in flames. The flames reached some saltpeter, located in the building, which exploded with two terrific blasts, causing the wall to topple and throwing the sparks in all directions where they communicated the fire to a large number of houses.

At 4:30 P.M. a third explosion took place which was fatal to a number of men, women and children. A short time later there was a fourth explosion and people endeavoring to get away from the path of the conflagration trampled each other. Many jumped into the Delaware river to shield themselves from the bricks and cinders thrown by the exploding buildings.

At midnight the heavens presented a lurid appearance. Alarm bells were rung in every quarter and word passed that the furious element was sweeping everything before it. Building after building was wrapped in flames. The fire seemed to bid defiance to all human efforts. Early the next morning the flames were controlled and the city was saved.

This fire caused the deaths of thirty-nine people, injured one hundred, destroyed four hundred buildings and cost \$1,000,000.



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have the final draft of this code completed not later than October, 1927. To those cities who have not yet participated in this work the Conference at all times extends a cordial invitation to participate. It is desirable that every city become familiar with the preparation of the Uniform Building Code so that when the final draft has been completed it will be in an intelligent position to adopt it for the protection, safety and welfare of its citizens, for a building code affects

the lives and property of every living individual either directly or indirectly, and through the wide range of the building industry it affects a great percentage of the public in a very direct manner. Let it therefore be your intention, if you have not already done so, to become familiar with this movement being carried on by the Pacific Coast Building Officials Conference, for the Uniform Building Code in final draft form will be completed and published not later than October, 1927.

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*(Continued from page 239)*

per cent during the period under review and that they account for 36 per cent of the total rise in governmental cost payments.

The capital outlays of the various states were roughly speaking 408 million dollars greater in 1925 than they were in 1915. It is extremely significant that approximately 90 per cent of this additional outlay is attributable to the construction of new highways. The extensive highway construction projects undertaken by state governments during recent years can scarcely be condemned unless one is willing in the same breath to condemn the developments of which they are the logical result. The state governments were not responsible for the astounding growth in the field of motor transportation. The country's aggregate investment in motor vehicles is today in the neighborhood of 10 billion dollars. To make this vast investment effective, good roads are absolutely essential. The capital outlays made by states for highway purposes cannot, therefore, be regarded as any less productive than the same amounts invested in oil refineries, garages and tire factories. The automobile, however, was not the only factor which operated to increase the volume of capital outlays. Price inflation played an important role. A

minor factor was the enforced reduction of public construction activities during the war and the subsequent necessity of making up for the resulting deficiencies.

#### INTEREST CHARGES

Although interest and amortization charges were responsible for less than 5 per cent of the aggregate increase in state disbursements, nevertheless these charges show a growth of 226 per cent for the period under review. During this period the gross indebtedness of the states increased from 512 to 1,559 million dollars. Practically four-fifths of the present state indebtedness represents investments in roads, buildings and other permanent improvements. The factors which explain the growth of capital outlays are, therefore, equally applicable as an explanation of the existing volume of this portion of the states' capital obligations. The remaining indebtedness must be charged to the cost of the World War. It represents obligations floated to finance the payment of soldiers' bonuses. During 1925 the various states paid interest on 287 million dollars of indebtedness contracted for the above purpose, all of which appears as an increase in the comparison with 1915.

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Oil drippings will not cause concrete to disintegrate.

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mother company. Investigations have disclosed the fact that the Western Electric Company has made exorbitant and unjustified profits on its capital investment, but apparently the different state commissions have no jurisdiction over the matter which would enable them to reduce these profits to a reasonable basis, and it may develop that congressional action will be necessary to limit the profits which the mother company and its subsidiary corporations are now able to secure as a result of the monopoly which they enjoy. Assuming that public ownership is not desirable, public interest demands that all public utility corporations enjoying monopolies under the protection of the constitution and laws of the country should be satisfied with a reasonable profit, and any attempts to gain exorbitant profits by complicated methods of organization which make it difficult for the people or their officials to find out just how much these corporations are making in the way of profits are certain to result in the demand for radical measures probably going to the other extreme.

It is an established rule of business where competition obtains that one should sell the commodity he has to dispose of for the highest price he can get,

but it is not generally conceded that this rule should apply in the case of a regulated monopoly, particularly where the corporation enjoying the monopoly is protected by the government and assured of a fair return on its investment. However, incidents have occurred to show that perhaps the rule of "taking all the traffic will bear" would be almost as satisfactory as regulation, especially where the regulation must of necessity be inadequate. Several years ago, for instance, the railroad commission made a material reduction in automobile ferry rates over San Francisco Bay with the result that immediately following the reduction of rates the business increased 100 per cent, and, the company is probably making a greater profit at the lower rate than it was before the reduction. It almost causes one to wonder what would happen if regulation was abolished and the public utility companies were allowed to make their own rates. In all probability they would do just what every other business man does, to wit, establish such rates as would bring the highest return. If such a thing should happen, how would the rates differ from those charged at the present time; in other words, does regulation avail anything?

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*(Continued from page 230)*

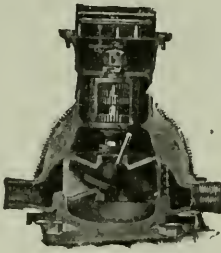
Commission, and stated that his city had had an experience with the Industrial Accident Commission that was far from satisfactory, and which convinced him of the necessity of some plan of reorganization and new management. Among the other speakers were Assemblyman Crittenden, City Attorney of Tracy; James H. Mitchell, City Attorney of Burbank; Dr. W. M. Dickie of the State Board of Health; Mr. Jack Albers, City Engineer of Beverly Hills, and Miss Ruth E. Meilandt, City Clerk of Ventura.

Assemblyman Crittenden suggested

that he had thought for some time that perhaps the work of the Railroad Commission might be improved if they had such an officer as a public prosecutor. He stated very clearly that he was not committed to the idea but thought it might be well worth consideration.

Mr. Mitchell of Burbank said he thought there should be some discussion at the convention of improving rate regulations.

Dr. Dickie spoke of the health problems and the ideas for discussion before the Department of Public Health. He thought there should be some outstanding



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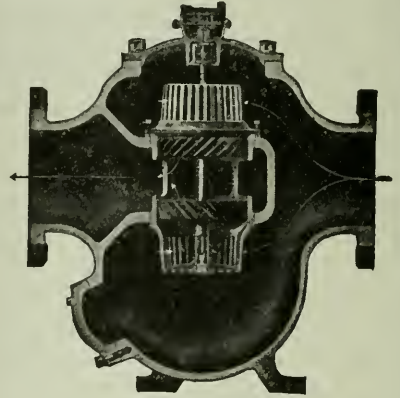
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speaker on the question of Public Health before the general body—at the opening of the session.

City Engineer Albers of Beverly Hills said that the weed problem had given them concern in his city and while it might seem to be a small matter was one which had given his board of trustees a lot of worry. Nearly all of the gentlemen present participated in the various discussions, including Mr. H. G. Denton, City Clerk of Sacramento, who was late in arriving. Mr. Denton told of the great preparations that were being made in Sacramento to have a good convention and entertain the delegates.

At the conclusion of the meeting it was moved by Mr. Mitchell of Burbank, seconded and carried that a committee of three be appointed to look into the question of improving the methods pursued by the various commissions, such as the Industrial Accident Commission and Railroad Commission.

Mr. McNitt submitted some suggestions in writing involving the opening of the convention at 10 o'clock A. M. and the submission of papers on the pension policy and traffic matters. He added that if the work of the Railroad Commission was to be discussed that it would be advisable to have the President of the Commission present and try and get some one to present the public's point of view. The committee then adjourned.

RESULT OF THE CONFERENCE BETWEEN  
EXECUTIVE SECRETARY DR. DICKIE  
AND MR. GOUDY, OF THE STATE BOARD  
OF HEALTH, ON THE AFTERNOON OF  
THURSDAY, JUNE 23RD.

A conference was held in the afternoon of Thursday, June 23rd, between the Executive Secretary and the gentlemen

above mentioned with reference to the program.

It was the opinion of Dr. Dickie that we should endeavor to get some outstanding men to address the convention at the opening session on the general subject of public health, similar to the paper that was submitted by Dr. Wilbur at Stanford University several years ago. Dr. Dickie thought that Mr. J. R. Knowland of the Oakland Tribune, who is one of the leaders in public health matters in Oakland, would be an excellent man.

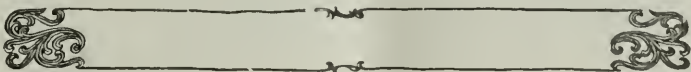
Following this the question of Garbage Incineration was taken up and it was thought that the most competent speakers on that subject would be Mr. H. A. Van Norman of Los Angeles and Mr. C. E. Hickok of Alameda.

With reference to garbage collection it appears that a large number of cities down south have municipal collection and Dr. Dickie and Mr. Goudy stated it was very efficient and suggested that we have Mr. Stewart, Deputy City Engineer of Los Angeles, who has charge of that matter, to talk on the subject.

City Attorney Earle of Pasadena was suggested as a very capable man to talk on the question of Activated Sludge.

SUPPLEMENTARY CONFERENCE WITH MR.  
J. E. MACKIE, OF LONG BEACH

Later in the afternoon executive secretary had a talk with Mr. Mackie, Building Inspector of Long Beach. Mr. Mackie is also secretary of the Pacific Coast Conference of Building Officials. Mr. Mackie suggested that there should be a discussion of the proposition of adopting codes by reference and he suggested that Mr. J. S. Deane, Member of the State Board of Architecture and former city architect of Sacramento would be a most suitable speaker. Mr. S. P. Koch of Berkeley was also suggested.





(Continued from page 240)

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Indianapolis, Ind. . . .	103.34
Jacksonville, Fla. . . .	124.68
Kansas City, Mo. . . . .	75.60
Knoxville, Tenn. . . . .	113.60
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Passenger Traffic Manager  
San Francisco

The diphtheria death rate was 9.4 and 7.8 per hundred thousand.

Seventy-eight large cities in the United States having an estimated population in 1926 of 31,882,616 had an average death rate in the months of October and November of that year of 27.0 per 100,000.

Someone said Progress rides on rubber, but it seems to me that it might aptly be stated that our death rate also rides on rubber. There are nearly 28,000,000 autos, trucks and busses in operation in the world; 22,137,000 or approximately 80 per cent are in the United States. California is approaching the two million mark in registrations.

It is therefore up to us to get behind any movements to cut down the accident and death rate from this source.

Why spend all this money on the control of communicable diseases and overlook one of the primary causes contributing to an increase in our death rate?

There can be no valid argument against a uniform system of traffic control and regulation. The only problem that confronts proponents of such a system is the apathy on the part of the general public to demand such a measure and the governing bodies of our municipalities to enact such legislation.

The automobile associations of both Northern and Southern California will gladly furnish copies of the proposed uniform ordinance to any municipality considering the adoption of the same.

Let us get behind this ordinance so the millions of automobile drivers in this state and the thousands of tourists who visit our state will find a uniform system of traffic control from National City to Crescent City.

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A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



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# 1927 Street Improvement Acts of California

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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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# LEAGUE OF CALIFORNIA M U N I C I P A L I T I E S

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

## OFFICERS

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Secretary-Treasurer, H. A. MASON, Bond and Ordinance Expert of the City of San Francisco

Executive Secretary, WM. J. LOCKE

Headquarters; 707 Chancery Building, San Francisco

Official Printers: A. Carlisle & Co., San Francisco

## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

## Members of the California League of Municipalities

Alameda	Corte Madera	Inglewood	Oceanside	San Juan
Albany	Crescent City	Isleton	Ojai	San Jose
Alhambra	Culver City	Jackson	Ontario	San Leandro
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Anaheim	Delano	Kingsburg	Oroville	San Mateo
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Avalon	El Monte	Lincoln	Patterson	Santa Paula
Azusa	El Segundo	Lindsay	Petaluma	Santa Rosa
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Beaumont	Escondido	Lodi	Pittsburg	Seal Beach
Belvedere	Etna	Lompoc	Placentia	Sebastopol
Benecia	Eureka	Long Beach	Placerville	Selma
Berkeley	Exeter	Los Angeles	Pleasanton	Sierra Madre
Beverly Hills	Fairfield	Los Banos	Plymouth	Signal Hill
Biggs	Ferndale	Los Gatos	Point Arena	Soledad
Bishop	Fillmore	Loyalton	Pomona	Sonoma
Blythe	Fort Bragg	Lynnwood	Porterville	Sonora
Brawley	Fort Jones	Madera	Red Bluff	South Gate
Brea	Fortuna	Manhattan Beach	Redding	South Pasadena
Burbank	Fowler	Manteca	Redlands	South San Francisco
Burlingame	Fresno	Maricopa	Redondo Beach	St. Helena
Calexico	Fullerton	Martinez	Redwood City	Stockton
Calipatria	Gilroy	Marysville	Reedley	Suisun
Calistoga	Glendale	Merced	Rialto	Sutter Creek
Carmel-by-the-Sea	Glendora	Mill Valley	Richmond	Sunnyvale
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Chino	Gustine	Monrovia	Riverside	Taft
Chowchilla	Hanford	Montague	Riverbank	Tehachapi
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Clovis	Healdsburg	Monterey Park	Ross	Tujunga Vacaville
Coalinga	Hemet	Morgan Hill	Sacramento	Tulare Ventura
Colfax	Hercules	Mountain View	Salinas	Turlock Visalia
Colton	Hermosa Beach	Mt. Shasta	Sanger	Vallejo Watts
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Corcoran	Holtville	Needles	San Bruno	Walnut Creek
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Coronado	Huntington Beach	Newman	San Diego	Whittier Yreka
Compton	Huntington Park	Newport Beach	San Fernando	Woodland Yuba City
Corona	Hyde Park	Oakdale	San Francisco	
Covina	Imperial	Oakland	San Gabriel	Total - - 258

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*Official Call*  
to the  
29th Annual Convention  
of the  
League of California Municipalities

To the Honorable Councils and City Officials  
of the Cities of California

You are respectfully notified that the 29th Annual Convention of the League of California Municipalities will be held at the Municipal Auditorium in the City of Sacramento, September 19th to 22nd, 1927, and every official, elected or appointed, of the cities and towns belonging to the League is invited to attend and participate in the discussion of municipal problems and methods for their solution.

Unusual care has been exercised in preparing the program for this convention, in order that the greatest amount of attention may be given to those questions which appear to be of the greatest immediate concern to municipalities at this time, and, in every case their discussion will be led by recognized authorities. The subjects include Scientific Assessing, Municipal Airports, Arousing Interest in City Government, Garbage and Sewage Disposal, Regulation of Street Traffic, Zoning Problems, Uniform Building Code, etc.

These conventions serve as a school in Municipal Government, where city officials have an opportunity to exchange ideas and experiences and learn the best and most economical methods of administering the sacred trust reposed in them, and the most progressive cities of the state invariably send representatives.

Official headquarters will be at the Hotel Senator and delegates are urged to make their reservations at this or adjacent hotels as soon as possible.

Respectfully,

JOHN J. SIPPY, M. D., President,  
LEAGUE OF CALIFORNIA MUNICIPALITIES.

Wm. J. Locke,  
Executive Secretary.



## ATTEND THE LEAGUE CONVENTION

---

No better opportunity can be afforded to Engineers, Street Superintendents, and Councilmen to meet the fellow men engaged in similar vocations, than at the next annual convention of the League of California Municipalities to be held in Sacramento September 19th to September 24th.

How many City Engineers do you know? - How many Street Superintendents and Councilmen do you know? How many other City Officials do you know? You had better meet a few more, it will do you some good as well as them. Some men stand out as leaders in their profession. Look them up and talk things over with them.

John C. Shaw, City Engineer of Los Angeles, in a recent issue of "Pacific Municipalities" wrote a very fine article entitled: "Junketing Trips Prove Their Value to Los Angeles." I heartily agree with Mr. Shaw. We can all learn something from the other fellow.

How do you Councilmen conduct your meetings? Are they like a ten cent Vaudeville Show or are matters disposed of in a businesslike, orderly way and with quick dispatch? I have often heard machinery salesmen who attend many city council meetings say "That many of these meetings are good comedy."

Find out how Fresno, or Stockton conduct their meetings, they are both proud of their system. Some others are just as good, maybe some better. Come to Sacramento and talk things over.

You City Engineers and Street Superintendents work in a little hole most of the time and can't see over the top of your desk. Allan Wagner, City Engineer

of Sacramento and his force can show you a few things.

What do you all know about the Uniform Building Ordinance for Pacific Coast Cities, and the Uniform Traffic Code for California Cities? Go to Sacramento to the next League Convention and learn more, then go home and put these ordinances over in your own Community.

Public Health is the greatest asset of the nation.

What about the public health in your own community?

Are you giving your people a hundred cents in value for every dollar you spend? Is it costing your community two dollars per capita when it should only cost one dollar? Or conversely, are you spending only one dollar where you should spend two?

The President of our League is a health officer, one of the outstanding men in the profession. He will tell you something about efficiency in Health Departments.

Broaden your influence. Extend your vision. Give your knowledge and talents to others. Teach and learn. Listen to men eminently qualified to speak on their particular subjects.

We are going to have a very fine program for the General Body and for all the various Departments.

The program of the particular Departments of which I am chairman is going to be along broad lines on subjects of State wide importance and with which every Californian should be familiar.

Now think things over and make your plans to attend the next League Convention. If you can't leave your job for a few days, you are a very poor City Official.

# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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## Sacramento's Convention Facilities

Sacramento is splendidly equipped to care for large convention gatherings, and the delegates to the 1927 Convention of the League of California Municipalities, September 19-22, may be assured they will be afforded every convenience and comfort during their stay in the Capital City.

The new Memorial Auditorium in which convention sessions will be held was designed with this special purpose in mind. Located close to the business center of the city, it is within convenient walking distance of every hotel. The main auditorium, seating 5,000, will accommodate with comfort the general assemblies, while the Little Theater and numerous committee rooms will as readily care for the departmental sessions. It is a beautiful building, one of the most completely planned and equipped in the West, and its many features will be found an interesting study by all who are interested in municipal structures.

Splendid hotels, well furnished and modern in every respect, represent the best that can be found in comfort and service. The thousands of visitors who annually make Sacramento their tourist mecca comment on the friendly spirit of hospitality that prevails and the exceptionally moderate prices charged.

Sacramento is noted also for its restaurants, coffee shops and grill rooms. They offer a variety and a cuisine that will suit the purse and taste of the most

discriminating. Many of them maintain an all night service.

Sacramento's theaters are equally as metropolitan as its hotels and coffee shops, and the city is justly famed as an amusement center.

The following lists twenty-three of the leading hotels, in the order of their size, and the Convention Department of the Sacramento Chamber of Commerce will gladly take care of advance reservations for any of the convention delegates:

Name	Rooms	Rates
Senator.....	375...	\$3.00 to \$8.00
Sacramento.....	250...	\$2.50 to \$4.00
Travellers.....	228...	\$1.50 to \$4.00
Land.....	210...	\$1.50 to \$4.00
Clunie.....	200...	\$1.50 to \$3.50
Coloma.....	144...	\$1.00 to \$3.00
Berry.....	125...	\$1.50 to \$4.00
Capital.....	124...	\$1.00 to \$3.50
Clayton.....	100...	\$1.25 to \$3.00
Sequoia.....	100...	\$1.00 to \$3.00
Golden Eagle.....	90...	\$1.00 to \$3.00
Sutter.....	85...	\$1.50 to \$3.50
Worth.....	85...	\$1.00 to \$2.50
Governor.....	84...	\$1.50 to \$2.50
Haven.....	70...	\$1.50 to \$2.50
Regis.....	60...	\$1.25 to \$3.00
Union.....	43...	\$1.00 to \$2.50
Court.....	37...	\$1.50 to \$2.00
Kay.....	34...	\$1.00 to \$2.00
Congress.....	30...	\$1.50 to \$3.00
St. George.....	25...	\$1.00 to \$3.50
Antlers.....	23...	\$1.00 to \$2.00
California.....	14...	\$ .50

## Convention Entertainment Program

Every effort is being put forth by League officials, as well as officials of the City of Sacramento, to make the coming convention of the League of California Municipalities, September 19-22, in Sacramento, one of the largest attended and most worth while in the history of the organization. A splendid business program, full of meat at every session, is practically completed, with speakers qualified in every instance by position and experience to best handle the several subjects to be presented and to lead the resulting discussion.

Governor C. C. Young, on behalf of the state, and Mayor A. E. Goddard on behalf of the City of Sacramento, will deliver the welcoming addresses at the opening session. Other speakers of note at the general sessions will include Prof. C. C. Cottrell of Stanford University, Joseph R. Knowland of Oakland, Ex-Governor George C. Pardee, Miller McClintock, and a score of others who are known nationally as well as throughout the state.

The strenuities of business sessions, however, will be broken by entertainment features which will prove both a relaxation and a joy to delegates and friends. This feature of convention activities is being planned by a capable committee headed by City Councilman John H. Miller of Sacramento.

On Monday evening, after the opening day's sessions, the Memorial Auditorium will be given over to a program of entertainment to include an hour of music, from 8 to 9 o'clock, by the Sacramento Symphony Orchestra; an illustrated lecture on the Boulder Dam Project by Ralph Criswell of Los Angeles, 9 to 9:30; and an informal reception following, during which a concert will be given by the Sacramento Junior College Orchestra.

On Tuesday evening, the big conven-

tion hall in the Auditorium will be the scene of an informal ball, the dance numbers to be interspersed with a lively program of vaudeville.

Wednesday evening's entertainment will be provided at the big banquet in the Auditorium, with a supplemental program of vaudeville and musical numbers.

Thursday evening will be "go as you please," local theaters to offer special programs to suit varied tastes.

On Friday, the 23rd, will be the automobile trek to historic Coloma, scene of the discovery of gold in 1848, where a basket lunch will be served on the shore of the American River overlooking the spot where James Marshall made his epochal discovery.

### ENTERTAINMENT FOR LADIES.

In the meantime, the ladies who accompany delegates to the convention are not to be overlooked, and under the direction of an active special committee headed by Miss Susan T. Smith, City Librarian, a number of interesting features are planned. In brief, this part of the entertainment program will include:

Monday afternoon—Informal reception at Hotel Senator.

Tuesday afternoon—Automobile drive through the orange and olive groves in the beautiful Fair Oaks-Orangeville section, concluding with a stop for refreshments at the Del Paso Country Club.

Wednesday afternoon—Visit to Crocker Art Gallery; music and refreshments.

Thursday afternoon—Trip down the Sacramento River through the famous Delta district, with picnic lunch.

On Friday the ladies will join the regular delegates on the trip to Coloma.

Free theater tickets will be available to all visiting ladies, and a special room at Hotel Senator will be at their disposal at all times.



# Development of our Capital City Sacramento

## Convention City Will Offer Many Surprises to Delegates

By FRANK C. RUSSELL, Asst. Secty., Sacramento Chamber of Commerce

Delegates to the 1927 convention of the League of California Municipalities who have not seen Sacramento in recent years will marvel at the remarkable progress and development the Capital City has made in the last six or seven

estimates, shows a population close to 110,000.

That this growth is real, and not a "paper estimate," is indicated on every hand—in the expansion of the business district, the splendid new business buildings and hotels, in the miles of newly paved streets, the far reaching and beautifully built new residence subdivisions.

Not entirely by coincidence, either, does Sacramento's greatest progress date from the adoption of the Council-Manager form of government June 30, 1921. City Manager H. C. Bottorff, in a report to the City Council the first of August, shows that during the six-year period June 30, 1921 to June 30, 1927, improvements carried on in the City of Sacramento, financed through current budgets, bond issues and building permits, represented a total in excess of \$70,000,000—a greater program of development than during the twenty years previous.

"It is gratifying to report," the City Manager continues, "that all the resulting increased activities, amounting to approximately 33 $\frac{1}{3}$ % in the various departments and divisions of the city government, have been financed without a corresponding increase in the cost. The tax rate during the entire period has been less than the rate in 1920-21, notwithstanding the increase in population and additional interest and redemption on \$4,748,400 of bonds authorized by the voters. During this period also the city government was successful in securing a reduction of fire insurance rates equivalent to a further reduction in taxes.



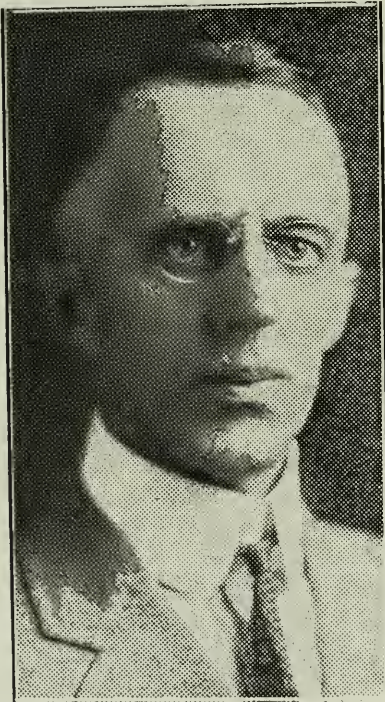
H. C. Bottorff, City Manager.

years. The census of 1920 gave Sacramento a population of 65,908. Estimates today, based on the usual factors utilized in the compilation of population

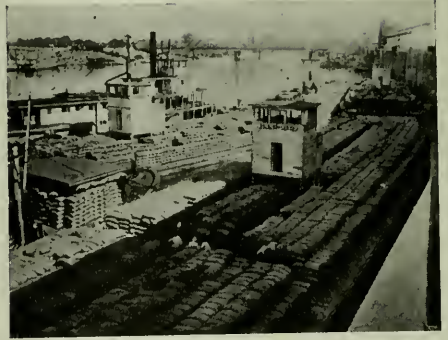
"The tax rate for the year 1926-27 was \$1.23, as compared with \$1.37 for 1920-21, whereas the fixed charges for 1926-27 amounted to 55 cents, as compared with 49 cents in 1920-21.

"The outstanding bonds on June 30, 1927, amounted to \$7,285,240. This subtracted from the total bonding capacity based on the current assessment rolls leaves a bonding margin of \$8,227,962.50—a very healthy condition from a bonding standpoint, especially in view of the tremendous development that has taken place during the past few years."

Building permits in 1921 totaled \$4,771,303. During the five years, 1922-26 inclusive, they averaged \$9,160,312, and the total for the first seven months of 1927 was \$7,021,426.



John H. Miller,  
Councilman and Chairman of Entertainment Committee.



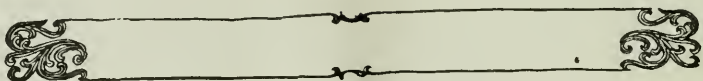
River Shipping Scene.

Bank clearings grew from \$284,417,584 in 1921 to \$442,501,125 in 1926; bank deposits from \$66,464,534 to \$93,925,437; postal receipts from \$680,476 to \$859,329.

City streets paved during this six year period represent nearly 50% of the total mileage.

The air view of Sacramento, pictured on the front cover, shows the central section of the city's business district, the state capitol group and a section of Capitol park in the foreground. In the right background are the great Southern Pacific shops, second only to the shops in Altoona, Pa., in America for size and number of employees. The Sacramento River, California's greatest inland waterway, ranking fourth in the United States in the point of total tonnage carried, and first in per ton value of cargo, can be traced in the background in its course past the city docks.

Sacramento today is no longer the "usual" state capital, but a bustling, busy business and industrial city, fifth largest of California's municipalities, largest of its interior cities, and a metropolis that all Californians can acclaim with pride "our Capital."



## Observations on the Assessment of Property for Taxation

BY H. A. MASON

### INTRODUCTORY

The Constitution requires that "all property shall be taxed in proportion to its value," and the political code specifically states that it shall be assessed at its "full cash value."

It is quite safe to assume (and few will contend otherwise) that neither of these requirements is observed in actual practice excepting, possibly, in rare cases.

The cause of the failure to comply with legal and obviously just provisions of the constitution and the statute dates back many years. It was alluded to by the Tax Commission which framed the present tax system of 1910. When the state derived its revenue from an ad valorem tax levied upon an assessment made by more than fifty assessors, the incentive was irresistible for each assessor to return as low an assessment as he could "get by with," so as to avoid as much as possible the quota of tax that his constituents would be compelled to pay the state.

The Tax Commission made one of its strong arguments in behalf of a change of taxing methods the declaration that, once the counties were relieved from the payment of state taxes, there would remain no obstacle to valuing property at its full cash value, which being done, property would at last be taxed "in proportion to its value." Thus a great reform in taxation would be secured.

### EXPECTATION NOT REALIZED

The reform did not eventuate. The old practice of undervaluation still continued and the reason why it continued is very simple.

To make a revaluation of taxable property in a county required time and addi-

tional forces in the assessing department, neither of which was available. And by a curious provision of the constitution the boards of supervisors could not provide either the money or the men, for the courts had said that in so doing they would be increasing the assessor's compensation and the constitution prohibited increasing the assessor's compensation during the time for which he was elected.

### ONE EXCEPTIONAL CASE

However, in 1915, assessments in Los Angeles County were in such a condition, and the values fixed respectively by the city assessor and the county assessor were so inharmonious, that public opinion demanded that the situation be relieved.

County Assessor Hopkins recognized the imperativeness of this public demand and interested enough prominent citizens so that a plan was put through by which the city and the county shared in the expense of a complete revaluation of taxable land and improvements.

This revaluation was made and the latest and most approved methods were employed in determining the full cash value as required by law. Mr. Hopkins has kept up this system and has won an enviable reputation for fairness and ability. He has been re-elected to office ever since.

A number of cities have also broken the chains that bound them to the old and unreliable methods and appraisals of taxable property have been made according to modern principles.

### A MISAPPREHENSION REMOVED

It has been quite generally supposed that, for the legal reasons given, any expenditure of county money for purposes of making an appraisal of taxable prop-



erty could not be attempted and that it would be impossible to get any relief. The decision of the Supreme Court in the case of *Farwell vs. San Diego County* has been cited to justify this view. (That case held as unconstitutional a code provision giving the supervisors the power to assist the assessor in determining values.)

A more recent decision, however, clears the situation. In the case of *Haley & Co. vs. McVey* (70 Cal. App.-P. 438) holds that the boards of supervisors may appropriate money and enter into contracts in order that they may obtain data and information that may be useful to them in the discharge of their duties as boards of equalization and that the assessors have a right to avail themselves of the information thus secured.

This is certainly a stimulating decision.

#### NEW DECISION ACTED ON

San Francisco was quick to take advantage of the law as construed in this decision and made an appropriation to pay experts to make an appraisal of the taxable property for the information of the county board of equalization. The appraisal so made will be furnished to the assessor, who has pledged his cooperation in the securing of fair and relative values.

The County of Alameda recently adopted a new charter which contains a mandate that the board of supervisors shall immediately provide for a similar appraisal, to be repeated at five year intervals.

So at last, after many years, the reform promised by the 1910 State Tax Commission seems to be on the way to fulfillment.

When the three most populous counties in the state have started in this direction, the smaller counties are not likely to lag far behind. The job is a big one, though, and it probably will be several years before the entire state is reappraised.

#### CONDITIONS DISCLOSED

The result of the application of modern methods of appraisal in the establishment of the relative values of various classes of property has been to disclose wide variations in the proportion of assessment to full value. There has been a popular impression that property has been appraised at about fifty per cent of its real value. In many instances where reappraisals have been made this impression has been shown to be fallacious. Assessments actually range from twenty-five per cent to forty per cent of full cash value.

A still wider variance has been disclosed in the matter of individual assessments. These have been found to range from ten per cent to more than one hundred per cent of full value. It has been conclusively shown that some taxpayers contribute to the public treasury ten times as much (proportionately) as do other taxpayers.

The constitutional mandate is "All property shall be taxed in proportion to its value." What a gross disregard of this just principle prevails!

#### CONDITION GENERALLY EXISTS

Every appraisal so far made by the latest and approved methods has verified the statements above made, and the conclusion may be proper, to-wit: That similar conditions exist in every county in the state where there has been no such appraisal. The necessity for correcting the gross inequalities of the tax burden is, therefore, so apparent that little argument should be needed to point public officials to the direction in which their duty leads.

#### MODERN METHODS OF APPRAISAL

Some twenty years ago an engineer, W. A. Somers, had impressed upon his mind the fact that every piece of land has a distinct relationship directly with

## Recent Developments of Municipal Airports in the West

By D. R. LANE

Up in Portland, Ore., dredges are busy churning up silt from the bottom of the Willamette and pumping it over Swan Island to crown that area and make it available for use as an airport. In San Francisco tractors and graders are busily spreading soil over Mills Field, where that city is creating an air harbor. In San Diego business men are scurrying about, making preparations for a bond issue whose proceeds will complete a municipal port for aircraft on the city's water front. In nearly a dozen other cities of the Far West projects for new airports or improvements of existing facilities are under way at a total estimated cost of over \$8,000,000.

Not since the war united the country in a fervor of patriotic efforts has any issue taken such hold of public interest in the country beyond the Rockies as has aviation. Portland is spending \$1,250,000 to create the Swan Island airport. San Francisco's program calls for more than \$1,000,000 and San Diego's some \$800,000. Oakland has acquired a 680-acre area and has an option on another 600 acres. City officials and civic bodies in Los Angeles are discussing a bond issue of \$3,000,000 or more for acquisition of an airport site before rising property values make the project more expensive. Santa Monica plans early improvement of Clover Field, acquired at \$860,000.

### THE PORTLAND PROJECT

Of all these projects, that at Portland is the most ambitious which has yet taken shape. Portland is probably the first city where the harbor authorities have taken the attitude that a port is a port, whether for marine or aerial traffic, and that it is the port commission's duty to supply facilities for both.

Following out this idea, the Commission is transforming Swan Island into one of the most modern airports in the country. This block of land long had been an obstruction in the Willamette, forcing the stream's main flow into a narrow and crooked channel where several marine accidents had occurred. The Commission, to straighten the channel, decided to pump the island over itself by suction dredge methods, cutting away from one bank and depositing the spoil on the other, until the whole island had been moved about 1,200 feet.

In depositing the spoil, care is being taken to lay out the re-created island in such shape and position that it can be used by aircraft, crowning the fill to assure good drainage and topping it with a 2-foot layer of earth which will grow turf. The new airport will be 6,300 feet long and 1,224 feet wide and will stand about 5 feet above the highest high-water mark of the river. From one end a causeway will lead to the mainland and this will be built wide enough to serve as a runway for planes.

Thus there will be available a 6,000-foot runway along the axis of the island, which parallels the prevailing wind direction, and a 5,000-foot runway partly on the causeway and partly on the island, which will accommodate the planes under all other wind conditions experienced at Portland. A still-water behind the island will afford a harbor to seaplanes, which has caused naval authorities to take great interest in the development.

The island will be devoted entirely to landing and taking off, hangars and the necessary service facilities. Industrial developments having to do with aviation will be confined to a manufacturing area

just across the causeway. The land involved in this project has an estimated value of \$20,000 an acre, the most costly ground space devoted to aviation anywhere in the West. The island offers several important advantages as an airport site. It is easy of access from the air, as there are no obstructions near it, and it is more visible in thick weather than a site on the mainland, the difference in color between land and water readily revealing its position. It is only  $1\frac{1}{2}$  miles from the business section of the city.

All improvements at the port will be of the highest type. "We have plenty of money and will spend whatever is needed," said J. H. Polhemus, Chief Engineer of the Port Commission. Mr. Polhemus made a tour of eastern airports, studying their improvements, before plans for the Portland project were laid down.

The exact nature of some of the facilities to be installed has not been determined as yet. For instance, neon tubes are being considered for use as boundary markers. The port will be in usable condition within a short time and will be completed early in 1928.

#### THE SAN DIEGO AIRPORT

Like Portland, San Diego plans to develop its airport as a part of, and contiguous to, its harbor. The site is a triangular fill lying between the water front industrial district and the United States Marine base. The southern portion of this latter area is devoted to aviation and, taken together, the base and the municipal airport will afford a clear space  $2\frac{1}{2}$  miles long for planes to land or take off, probably the longest runway in the country. A part of this fill has been placed.

This airport will lie only a mile and a half from the San Diego post-office and will have broad street connections with the industrial district and the center of the city, while a main highway along

one side will give ready access to interior points. A railroad and electric car line are only 100 yards from one border, and deep water along another will afford opportunities for handling seaplanes.

The main landing field will be circular, 3,000 feet in diameter, and will be bordered by two height limit zones in which hangars and aircraft factories can be located. The height limits are such that planes can glide over the buildings into the field at as low a ratio as one foot of descent for each ten feet advanced. Subsidiary areas are to be devoted to handling and servicing of planes and to erecting planes turned out by the factories. Financing is to be handled initially by a bond issue, \$200,000 worth of bonds to be sold each year for four years as the work progresses. Eventually the cost of the field will be repaid out of rentals from factory sites, rents of hangar space and similar items. However, the field is not regarded as a direct revenue producer, but rather in the light of an indirect benefit to the community through increasing its transportation facilities.

#### SAN FRANCISCO TEMPORARY FLYING FIELD

This also is the attitude of San Francisco, where the city has spent \$100,000 in leasing and improving Mills Field as a temporary airport site pending completion of an exhaustive study which will determine the permanent site. The investigation includes a survey of meteorological conditions at nine proposed sites, to be made under the Weather Bureau's direction and to cover a year's time, and test flights thrice a week for a year over each of these sites by military fliers.

The present field was dedicated May 7, 1927. It is a 150-acre area 13 miles south from the post-office and lies between the Bay Shore Highway, now under construction, and the bay of San Francisco. It is approximately 5,000 by 1,500 feet in size



## The Validity of Sunday Closing Ordinances

By WM. J. LOCKE

"May a city council by ordinance prohibit stores and other business places from opening and transacting business on Sunday?"

In compliance with your request, I herewith submit the following:

The records show that the subject of Sunday closing in California was first taken up by the state legislature in 1872, with the result that two sections were added to the Penal Code reading as follows:

"Sec. 300. Every person who keeps open on Sunday any store, workshop bar, saloon, banking house, or other place of business, for the purpose of transacting business therein, is punishable by fine not less than five nor more than fifty dollars."

"Sec. 301. The provisions of the preceding section do not apply to persons who, on Sunday, keep open hotels, boarding houses, barber shops, baths, markets, restaurants, taverns, livery stables or retail drug stores, for the legitimate business of each, or such manufacturing establishments as are usually kept in continued operation; provided, that the provisions of the preceding section shall apply to persons keeping open barber shops, bath houses, and hair-dressing saloons, after twelve o'clock m. on Sunday."

The validity of these sections was disputed by a party named Burke, but in July, 1881, the supreme court handed down a decision upholding their constitutionality. Among other things, the court said:

"It is very clear, \* \* \* and no one would have the presumption to deny the proposition, that if the act now under consideration does in any manner interfere with the free exercise and enjoyment of religious profession and worship, it is unconstitutional and absolutely void. But it has been held over and over again, in numerous states of the Union, that an act prohibiting the keeping open of certain

places of business on Sunday is not a religious regulation, and that such an act in no way interferes with the free enjoyment of religious profession and worship. It is purely a secular, sanitary, or police regulation, and has been too frequently upheld as such, to be shaken at the present day."

Ex parte Burke, 59 Cal. 13.

However, the foregoing decision was based on the fact that at the time the law in question was passed there was no constitutional objection to special or local legislation.

The next case of which we have record is entitled "Ex parte Koser" and is to be found in Vol. 60 Cal. Repts., page 177. Koser was arrested for keeping his saloon open on Sunday. He petitioned for a writ of habeas corpus, claiming, among other things, that the classification of the different kinds of business as set forth in section 301 of the Penal Code was unreasonable and therefore unconstitutional. The court disagreed with him, however, holding that in making the exceptions set forth in section 301 the legislature merely declared that in its judgment there was something of the nature of the callings specified which rendered it improper to include them within the act. Referring to this branch of the case the court said:

"The classification made in Section 301 is based on reasonable grounds, and, as has been above remarked, is not arbitrary. This will be readily recognized when we compare the callings excluded from prohibition with those made subject to it, so far as they are specifically mentioned in section 300. Let a comparison be made between hotels, boarding houses, barber shops, baths, markets, restaurants, taverns, livery stables and retail drug stores, specified in section 301, and stores, workshops, bars, saloons and banking houses, specified in section 300, and a difference in their essential features, as regards society and the

health and comfort of those who constitute a community, will be at once admitted. Unless such a distinction is made, as has been by the provisions of Section 301, the Legislature, in endeavoring to preserve the health, and physical well-being of the members of a community, would be exercising its power so as to put it in peril.

"I think it was competent for the Legislature to declare, as it has done in Section 301 of the Penal Code, that the good of society, public morals and health, will be promoted by exempting hotels, boarding houses, barber shops, baths, markets, restaurants, taverns, livery stables, retail drug stores, and such manufacturing establishments as are usually kept in continued operation, from being affected by Section 300, and that society, as it is constituted, needs the continued use of such places for its well being. Whatever may be individual opinion from a religious standpoint, I cannot say, as a matter of law, that a man will not be more benefited by bathing or by being shaved, or by having meals, or a drive, on Sunday, than he will by visiting a store, saloon or banking house. Such distinctions are for the consideration of the Legislature.

"The religious element which is brought into the discussion of all these questions, by those who take extreme views on either side, has no proper place in this case. In some states Sunday laws are upheld from a religious point of view; in others from a secular point of view, only. In this state, the policy of the law, as indicated in the decisions, is fully committed to the secular phase of the subject only. Therefore, there is no occasion to continually bring forward and urge the religious phase."

Ex Parte Koser, 60 Cal., 193-194.

In 1883 the legislature repealed sections 300 and 301 of the Penal Code but in 1885, two years later, added a new section known as section 310½, making it a misdemeanor to keep barber shops open on Sunday. The validity of this last section was not questioned for a period of ten years, when its constitutionality was attacked by a party named Jentzsch, and the supreme court rendered a decision in April, 1896, holding that a law making

it a misdemeanor to keep open and maintain a barber shop, or work as a barber, on Sundays and other holidays is an undue restraint on personal liberty, and is special legislation, based upon an arbitrary classification and not a proper exercise of the police power, and is unconstitutional and void. The court said:

"It is not easy to see where or how this law protects labor from the unjust exactions of capital. A man's constitutional liberty means more than his personal freedom. It means, with many other rights, his right freely to labor, and to own the fruits of his toil. It is a curious law for the protection of labor which punishes the laborer for working. Yet that is precisely what this law does. The laboring barber, engaged in a most respectable, useful, and cleanly pursuit, is singled out from the thousands of his fellows, in other employments, and told that, willy nilly, he shall not work upon holidays and Sundays after twelve o'clock, noon. His wishes, tastes, or necessities are not consulted. If he labors, he is a criminal. Such protection to labor carried a little further would send him from the jail to the poorhouse.

"How comes it that the legislative eye was so keen to discern the needs of the oppressed barber, and yet was blind to his toiling brethren in other vocations? Steamcar and street-car operatives labor through long and weary Sunday hours, so do mill and factory hands. There is no Sunday period of rest and no protection for the overworked employees of our daily papers. Do these not need rest and protection? The bare suggestion of these considerations shows the injustice and inequality of this law.

"In brief, whether or not a general law to promote rest from labor in all business vocations may be upheld as within the due exercise of the police power as imposing for its welfare a needed period of repose upon the whole community, a law such as this certainly cannot." Ex parte Jentzsch, 112 Cal. 473-4.

The next important case in which the subject of Sunday closing is discussed is entitled, "In re San Chung," and was handed down by the supreme court in October, 1909. The question at issue

involved the validity of an ordinance of the City of Sacramento prohibiting the maintenance of a wash-house in a building which was used in part as a public store. In sustaining the validity of the ordinance, the court quoted from a decision by the Supreme Court of the United States in the case of *Soon Hing v. Crowley*, 113 U. S., 703, wherein it is there declared that

"However broad the right of everyone to follow such calling and employ his time as he may judge most conducive to his interests, it must be exercised subject to such general rules as are adopted by society for the common welfare. All sorts of restrictions are imposed upon the actions of men, notwithstanding the liberty that is guaranteed to each. It is liberty regulated by just and impartial laws. Parties, for example, are free to make any contracts they choose for a lawful purpose, but society says what contracts shall be in writing and what may be verbally made, and on what days they may be executed and how long they may be enforced if their terms are not complied with. So, too, with the hours of labor. On few subjects has there been more regulation. How many hours shall constitute a day's work in the absence of contract, at what time shops in our cities shall close at night, are constant subjects of legislation. Laws setting aside Sunday as a day of rest are upheld not from any right of the government to legislate for the promotion of religious observances, but from the right to protect all persons from the physical and moral detriment which comes from uninterrupted labor. Such laws have always been deemed beneficent and merciful laws, especially to the poor and dependent, to the laborers in our factories and workshops and in the heated rooms of our cities; and their validity has been sustained by the highest courts of the states."

One of the most recent cases on this question and what may be held to be the last word of our state supreme court on the subject was handed down in January, 1918. The decision is to be found in Vol. 177 Cal. Repts., commencing on page 388. It is entitled "In re Sumida"

and involved the validity of an ordinance of the town of Fowler. Sections 1 and 3 of said ordinance read as follows:

"Sec. 1. That it shall be unlawful for any person, firm, corporation or association to keep open within the corporate limits of the town of Fowler, upon or on any Sunday, any store, workshop, banking house or other place of business or any public dance hall, pool or billiard hall, skating rink, theatre or any place of public amusement."

"Sec. 3. The provisions of Sec. 1 hereof shall not apply or be construed to apply to persons, firms, corporations or associations who on Sunday keep open bona fide hotels, boarding houses, lodging houses, restaurants, bakeries, livery stables, retail drug stores, confectionery stores, ice cream parlors, garages, transfer, railroad, telephone, telegraph or express offices, dried or green fruit packing houses, newspaper or periodical agencies for the legitimate business of each. Provided, that in case one or more of the excepted businesses is carried on in the same room with any business coming within the operation of this ordinance and required thereby to be kept closed on Sunday, that the part of the room in which said excepted business is carried on, shall be separated and set apart from the said business coming under the operation of this ordinance as aforesaid by a permanent partition or screen not less than five feet in height, and which said permanent partition or screen shall enclose and separate said place where said excepted business is carried on, from the remaining part of the room wherein the business coming under the operation of this act is operated as aforesaid."

In this case the court discussed all the previous decisions on the question and held that

"A municipal ordinance making it a misdemeanor to keep open on any Sunday any store, workshop, bank, place of business, dance hall, pool or billiard hall, skating rink, theater, or place of public amusement, but excepting from the operation of the ordinance bona fide hotels, boarding-houses, lodging-houses, restaurants, bakeries, liv-



ery-stables, drug-stores, confectionery stores, ice cream parlors, garages, transfer, railroad, telephone, telegraph, and express offices, dried or green fruit packing-houses, newspaper and periodical agencies, and also providing that in cases where an excepted business is carried on in the same room with one coming under the operation of the ordinance, the excepted business shall be kept separate and apart by a permanent partition or screen not less than seven feet in height, is a legitimate exercise of police power, and does not violate any provision of the United States or state constitution."

Among other things, the court said:

"It appears that the petitioner is carrying on a store for the sale of general merchandise in the town of Fowler, and that in connection therewith and in the same room he maintains a soda-fountain and keeps for sale soda-water, candies, confections and bakery goods, and that the part of the store in which these articles are sold is not separated from the other portions thereof.

"The answer to the proposition is that as the board of trustees has power to enact the ordinance prohibiting the operation of the general store on Sundays, it must likewise have power to adopt such regulations as may be necessary to prevent the secret or surreptitious violation of that ordinance in a manner which could not be detected without an unreasonable expense on the part of the public, and that the fact that such regulation may impose a considerable burden upon the property owner does not make the ordinance invalid. This proposition is well settled.

"So here, it is obvious that if the petitioner is allowed to keep his general store open on Sundays, in order that he may sell therein the soda water, confections, and bread, which under the first part of the section he would be allowed to sell on Sunday, it would be easy for him to violate the law at any time by also selling other goods to persons thus patronizing him, and it would be practically impossible for the authorities to detect or prevent such clandestine sales except by keeping an

officer in the store on Sunday. It is lawful for the legislative power to make such provisions in order to protect itself against such violations of its lawful police regulations and facilitate the enforcement thereof.

"The result is that the ordinance must be declared valid and that the petitioner is not unlawfully imprisoned.

"It is ordered that the writ be discharged and that the petitioner be remanded to the custody of the officer."

On September 24, 1924, the appellate court handed down a decision involving the validity of an ordinance of the City of Pomona, which prohibited the operation of moving picture shows on Sunday. While that case is not directly in point, the court took occasion to make some interesting comments on the subject of Sunday closing which may be regarded as significant, if not controlling. Among other things, the court said:

"The question involved in this controversy concerns the constitutionality of an ordinance of the city of Pomona which in substance, so far as the plaintiff is concerned, will prevent it from exhibiting motion pictures 'during any portion of any Sunday,' but which ordinance will permit such an exhibition at such time by any religious or philanthropic society, provided that no admission fee be charged.

"At the outset it is conceded by counsel representing the plaintiff that all legislative guaranties must yield to the proper and reasonable exercise of police power; that any ordinance enacted by a city for the health, welfare, or comfort of its citizens is valid, provided that any substantial reason exists for the passage of such ordinance (*Curtis v. Los Angeles*, 172 Cal. 230; *Ex parte Haskell*, 112 Cal. 412; *Ex Parte Tuttle*, 91 Cal. 589; *In re Miller*, 162 Cal. 687); that 'Sunday laws' are universally held constitutional, and in this state 'upon the ground that every man is entitled to at least one day out of seven within which to recuperate and rest' (*Ex parte Newman*, 9 Cal. 519; *Ex parte Andrews*, 18 Cal. 680; *Ex parte Bird*, 19 Cal. 130; *Ex parte Burke*, 59 Cal. 6; *Ex parte Koser*, 60

Cal. 177; *Ex parte Jentzsch*, 112 Cal. 472.)"

"The leading case in this state in which an attempted statutory discrimination as to Sunday closing failed of judicial affirmance as to its constitutionality is that of *Ex parte Jentzsch*, 112 Cal. 468, in which it was held that a statute making it a misdemeanor to keep open or to conduct a barber shop, etc., or to work as a barber on Sundays or on legal holidays, was special legislation, based upon an arbitrary classification not proper in the exercise of police power; that it was an undue restraint on personal liberty, and consequently was unconstitutional and void. In another case entitled *Ex parte Westerfield*, 55 Cal. 550, where bakeries and bakers, similarly situated, were the subject of the statute, the same conclusion was reached. But beginning with the case entitled *Ex parte Andrews*, 18 Cal. 679, and continuing down through *Ex parte Bird*, 19 Cal. 130; *Ex parte Burke*, 59 Cal. 6; *Ex parte Koser*, 60 Cal. 177, and *In re Sumida*, 177 Cal. 388, it is consistently held that the statute may be discriminatory as between such places of business as pool or billiard halls, skating rinks, theaters, or other places of public amusement on the one side, and hotels, restaurants, livery stables, drug-stores, confectionery stores, ice cream parlors, or garages on the other side; and while permitting the latter class to operate on Sundays, at the same time may prevent either business or all of the businesses included in the former class from doing so. Although the cases to which reference has been had, and especially the one entitled *In re Sumida*, 177 Cal. 388, unquestionably and unmistakably announce the rule that such a statute as any of those therein considered is a reasonable exercise of the police power and not subject to the objection either that it is discriminatory or class legislation, or that it is an unlawful invasion of the right of property, or that it is a taking of property without due process of law, or that it deprives persons of the equal protection of the laws—the precise point that by virtue of the ordinance or statute one individual is restrained, and another set of individuals

is authorized, on Sundays to do an identical act, is neither discussed nor involved."—*West Coast Theaters vs. City of Pomona*, 45 Cal. App. Dec. 247; 68 Cal. Op. 763.

*Cyclopedia of Law and Corpus Juris* have this to say on the subject:

"At common law all business other than judicial proceedings could be lawfully transacted on Sunday. However, the carrying on of one's usual business or occupation on Sunday is generally specifically prohibited by statutes, varying somewhat in their phraseology. The evil aimed at is the engaging in one's usual business or accustomed pursuit, works of necessity and charity excepted, and when this exists, the law is violated."—37 Cyc., 545 and 546.

"The state may prohibit the doing of business at such hours as are injurious to the public comfort, morals, or safety, and it possesses a large discretion in the regulation and prohibition of business on Sunday. Thus it may forbid all persons to engage, on Sunday, in particular occupations, such as that of a barber, or saloon keeper. On the other hand, however, a prohibition against barbers opening their shops or working at their trade on Sunday has been held void. The state may prohibit the opening of places of amusement on Sunday; and a statute forbidding the keeping open of stores generally on Sunday is not rendered unreasonable or void by reason of its exemption of drug stores or other places of business regarded by the legislature as ministering to the common necessities of the people."—12 C. J. 1275-76.

By virtue of the authorities herein referred to, it is my opinion that an ordinance of the City of Alameda forbidding the keeping open of stores generally on Sunday would be valid; and that such an ordinance would not be rendered unreasonable or void if it exempted drug stores or other places of business regarded by the council as ministering to the common necessities of the people.

Respectfully submitted,

WM. J. LOCKE,

City Attorney, Alameda.

WJL-BL

## City Found Liable for Damages Due to Employee's Death

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Circuit Court of Appeals Says Lighting Street is Corporate,  
not Governmental, Function.

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THE CITY OF GALVESTON, PLAINTIFF IN ERROR, v. MRS. ROSA L. ROWAN ET AL.;  
CIRCUIT COURT OF APPEALS FOR THE FIFTH CIRCUIT.

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The plaintiff in error, under its charter rights to provide for and regulate the lighting of its streets, had the implied power to operate an electric plant, with a system of poles and wires, or to operate the transmission system with power obtained by purchase. Under these circumstances the court held that in doing so the municipality was not exercising a governmental function, and was responsible to its employes engaged in that particular branch of service for damages caused by negligence or breach of duty.

Error to the District Court for the Southern District of Texas.

Bryan F. Williams for plaintiff in error. M. G. Adams, D. D. McDonald and James W. Wayman (C. W. Howth and Lamar Hart on the brief) for defendants in error.

Before Walker, Bryan and Foster, Circuit Judges. Judge Foster delivered the opinion of the court. The full text follows:

Defendant in error brought suit against the City of Galveston to recover damages for the death of her husband and recovered a verdict of \$7,500 on which judgment was entered. Error is assigned to the refusal of the District Court to direct a verdict for plaintiff in error, defendant below.

### FACTS ADMITTED.

The material facts are admitted. The City of Galveston has the right under

its charter to provide for and regulate the lighting of its streets. The city operates a line of poles and wires for the purpose of lighting the roadway of the sea wall with electric lights but does not operate a plant to generate the electricity and does not supply current for profit to private parties through this system. The deceased was employed by the city as a linesman. In the course of his employment he placed a ladder against an iron pole and ascended it for the purpose of trimming the light and supplying it with new carbon. The pole was very much rusted at the base and fell with him, causing injuries from which he died.

The city contends that in lighting the sea wall it is performing a governmental function and hence cannot be made to respond in damages. In support of this the argument is made that the lighting of streets tends to diminish crime and aids in the enforcement of law and order and therefore is for the benefit of the public generally.

### DECISIONS CALLED CONFLICTING.

The question presented has continually perplexed the courts and it would be useless to try to reconcile or differentiate the many conflicting decisions as the particular facts of each case and the statutes of the State enter largely into the reasons for judgment. We think the weight of authority supports the fol-



lowing conclusions. A city may not be made to respond in damages for injuries caused by any acts of its officers or employes in the discharge of purely governmental functions as an agency of the State but is responsible for negligence, or breach of duty, occurring in the exercise of its corporate and ministerial functions, performed for the benefit, or convenience, of its own people and not as a duty to the public at large. And in some instances a city may escape liability for its corporate acts if they are ultra vires. With regard to those employed by it in its corporate capacity, the relationship of master and servant exists and a city may be held responsible for the failure to discharge a duty incident thereto, such as using reasonable care to furnish a reasonably safe place to work. As applied to the facts in this case there is no Texas decision directly in point but we think the views just expressed are supported by analogous cases decided by the Texas courts. *Ostrom vs. San Antonio*, 94 Tex. 523; *Galveston vs. Posnainsky*, 62 Tex. 118; *Cawthorne vs. Houston*, 231 S. W. 701; *City of Belton vs. Ellis*, 254 S. W. 1023; *Fort Worth vs. Crawford*, 64 Tex. 202; *City of Greenville vs. Branch*, 152 S. W. 478; *City of Tyler vs. Texas Employers' Ins. Assn.*, 288 S. W. 409.

OSTROM CASE CITED IN POINT.

In *Ostrom vs. San Antonio*, supra, the Supreme Court of Texas held that the

removal of garbage was not a governmental function but was strictly corporate for the benefit of the inhabitants of the city and not for the benefit of the public at large, although in that case it was urged that it was necessary in order to preserve the health of the people. In that case the court seems to have held that the only governmental functions of a city in Texas are those exercised in the discharge of duties primarily resting upon the State. If the disposal of garbage is not sufficiently an element of health protection to make it a governmental function, lighting the streets is certainly not enough of an element of police protection.

The City of Galveston under its charter rights to provide for and regulate the lighting of its streets had the implied power to operate an electric plant, with a system of poles and wires, or to operate the transmission system with power secured by purchase. In doing so, it was not exercising a governmental function, and was responsible to its employes engaged in that particular branch of service for damages caused by negligence or breach of duty. The question of negligence was left to the jury by a proper charge.

We find no error in the record.

July 5, 1927.



## CHARGES ANSWERED

### UNIFORM BUILDING CODE DEVELOPMENT EXPLAINED

False, slanderous statements and written innuendos have recently been used in an attempt to undermine the Uniform Building Code movement which is being sponsored by the Pacific Coast Building Officials Conference. They are answered by the following statement in plain facts. These facts may easily be verified by an examination of the final preliminary draft of the proposed Uniform Building Code which was presented to the public for comment September, 1926, and by inquiring into the code development work itself.

It has been stated by a disgruntled few who desire to control the code movement for their own selfish ends that "the Uniform Building Code is a one man affair," and that it "does not recognize and follow the best authorities."

The development and revision of many parts of the code has been carried on by appointment of special committees in the several districts. District meetings have been held at various central locations on the coast at which time discussion was given to details and general arrangement of matter. These meetings were not private or closed affairs but were open to all who desired to attend.

Not only building inspectors took part in these discussions but architects, engineers, contractors, building material dealers and manufacturers, and representatives of trade associations, builders' exchanges, boards of fire underwriters as well as many other individuals interested in building code work.

More than 1000 copies of the code draft which was published in 1926 have been broadcasted not only on the Pacific Coast but also to many parts of the United States. Various individuals, commissions, and organizations

have given their comments and suggestions for improvements after a thorough study of the printed draft.

An examination of this draft and of suggested changes will readily show recognition and use of many recommendations, standards and tests of such representative organizations as the U. S. Department of Commerce Building Code Committee, American Society for Testing Materials, Bureau of Standards, Underwriters' Laboratories, National Board of Fire Underwriters, American Engineering Standards Committee, U. S. Forest Products Laboratory, Bureau of Entomology, Joint Committee on Reinforced Concrete, Board of Fire Underwriters of the Pacific, American Concrete Institute, American Institute of Steel Construction, National Lumber Manufacturers' Association, Portland Cement Association, Gypsum Industries, Common Brick Manufacturers' Association of America, Associated Metal Lath Manufacturers, Hollow Building Tile Association, National Lime Association Gas Furnace Association of Southern California, Pacific Oil Burner Association, Attorneys' Section League of California Municipalities, together with many individual manufacturers when no organization for their particular industry existed.

Does that look as though the code might be a one man affair or that outstanding authorities were being ignored?

Through wide distribution of the preliminary draft the Conference has been given excellent assistance in perfecting the final draft of the proposed Uniform Building Code. Non-essential details are being eliminated, weak spots strengthened and new information incorporated, so that the final draft will be a thoroughly workable and unbiased set of building regulations in such form that any city

## Zoning Ordinance Restricting Orphanage Near Cleveland Held to Be Unreasonable

Appellate Court Rules Purpose of Ordinance Was to Maintain Residential Character of Zone Created.

THE VILLAGE OF UNIVERSITY HEIGHTS AND JOHN MIGCHELBRINK, INSPECTOR OF BUILDINGS FOR THE VILLAGE OF UNIVERSITY HEIGHTS, APPELLANTS, v. THE CLEVELAND JEWISH ORPHANS' HOME, No. 4724; CIRCUIT COURT OF APPEALS, SIXTH CIRCUIT.

The district court enjoined the appellant from enforcing the provisions of a zoning ordinance in so far as they operated to prevent the Cleveland Jewish Orphans' Home from using some land in the village for an orphanage. The purpose of the ordinance was to maintain the residential character of the zone created. The proposed orphanage is to be built upon the cottage plan. The decree of the lower court is affirmed herein.

Before Denison and Moorman, Circuit Judges, and Dawson, District Judge.

Appeal from the District Court for the Northern District of Ohio.

Judge Moorman delivered the opinion of the court. The full text follows:

This case involves the constitutionality of a general zoning ordinance of the village of University Heights, a suburb of the city of Cleveland. The question is here on appeal from a judgment of the district court enjoining the village from enforcing the provisions of the ordinance so far as they operate to prevent the Cleveland Jewish Orphans' Home from using some land which it owns in the village for an orphanage. There are 30 acres in the tract, five of which are within the adjoining village of Shaker Heights. The proposed orphanage is to

be built upon the cottage plan, with a central heating and power plant, each cottage to accommodate about 25 persons.

The preamble of the ordinance recites, among other things, that the village of University Heights is a residential suburb, having no steam railroads or industrial establishments within its limits; that the streets, sewers and water improvements therein were designed and constructed to take care of residential uses and would prove inadequate for others; that none of the land in the village need be devoted to industrial or commercial purposes as there is adequate land for such uses easily accessible from the village; and that it is the desire of the council of the village to preserve its residential character, which is in the interest of the health, safety, convenience, comfort and prosperity of the citizens of the village. Six classes of uses within the village are provided for as indicated on a zone map which was made a part of the ordinance. Owners of land are required to apply for and receive permits to erect buildings and to comply with the requirements of the ordinance in the erection or use of any building.

### COMMISSION GIVEN POWER TO RELAX RESTRICTIONS.

The ordinance creates a planning and zoning commission which is given discretion to relax restrictions in certain instances. The land which appellee proposes to use is within a Class U-1 District, in which an orphanage may not be constructed unless it is placed as provided in section 4 of the ordinance: (1)



on a lot already devoted to such use; (2) on a lot fronting any portion of a street between two intersecting streets, in which portion there exists such a building; (3) on a lot immediately adjacent to or across the street from a public park or a public playground; (4) on a lot immediately adjoining or immediately opposite on the other side of the street from a Class U-2 or U-3 District; or (5) on a lot determined by the Village Planning and Zoning Commission, after public notice and hearing, to be so located that such building shall, in the judgment of the Village Planning and Zoning Commission, substantially serve the public convenience and welfare and will not substantially and permanently injure the appropriate use of neighboring property.

The land which appellee owns does not come within any of the first four descriptions. Application to use it for an orphanage with a plan of buildings was filed with the Planning and Zoning Commission under subsection 5 of section 4 of the ordinance. The application was denied, after which this suit was filed. It was not found by the commission that the proposed buildings violated any regulation in respect to height, area, construction or setback lines, but it was found that the public convenience and welfare would not be served by the intended use.

In *Village of Euclid v. Ambler Co.*, 272 U. S. 365, an ordinance similar to the one involved here was upheld in its general exclusion from certain districts of "apartment houses, business houses, retail stores and shops and other like establishments;" but it was pointed out that when the provisions of such an ordinance came to be applied to particular premises or "to particular conditions, or to be considered in connection with specific complaints, some of them or even many of them may be found to be clearly

arbitrary and unreasonable." Again in *Zahn v. Board of Public Works*, decided May 16, 1927, the Supreme Court sustained an ordinance excluding business buildings from a district of the city of Los Angeles restricted against buildings of that character; and in the later case of *Gorieb v. Fox*, decided May 31, 1927, the court sustained an ordinance of the city council of Roanoke, Va., establishing set-back lines in certain districts. The *Ambler* case contains an elaborate discussion of the authorities, and while the ordinance was sustained generally, the court said, in concluding its opinion: "It is enough for us to determine, as we do, that the ordinance in its general scope and dominant features, so far as its provisions are here involved, is a valid exercise of authority, leaving other provisions to be dealt with as cases arise directly involving them." Both this and the two succeeding cases announce the rule that the conclusion of the legislative authorities in respect to the necessity, character and degree of regulation as expressed in the legislative act should not be disturbed by the courts "unless clearly arbitrary and unreasonable."

#### PLANS FOR STRUCTURE COMPLY WITH REQUIREMENTS.

The structural plans of the proposed orphanage comply with all the requirements of the village. There is no objection to the buildings per se, but only to the use of them as a home for a large number of children. If they were intended for a private school or for private residences, their use as such would not and could not be prohibited. The question is whether the proposed use is so different in character from concededly legitimate uses as to bring it within the scope of the police power of the municipality. That power has been held, as we have seen, to include the right generally to exclude business

houses, stores, shops, and apartment houses from strictly residential districts. It has never been held to include the right to prohibit the use for orphan children of cottages built according to the requirements of the municipality. We can see many valid reasons affecting the public welfare which would justify the exclusion of factories, business houses, shops, and even apartment houses from strictly residential districts, but which would not apply to the use of structurally proper cottages for an orphanage; and while an orphanage would no doubt be less agreeable to the community in some respects than a private school or private residences, we are unwilling to hold that it is within the power of the village to prohibit the use of cottages of this character for that purpose.

Our conclusion, as just stated, is fortified, we think, by the action of the municipality itself, for although it may be said that the council generally determined that land in a Class U-1 district could not be used for an orphanage, it also determined that if it came within the description of any of the first four subsections of section 4, such use was permissible, and furthermore, would be permitted in other parts of Class U-1 territory under circumstances different from those specifically prescribed if after public notice and hearing the Planning and Zoning Commission should determine that such use would substantially serve the public convenience and welfare and would not substantially and permanently injure the appropriate use of neighboring property.

#### MUNICIPALITY IS RULED WITHOUT POWER TO ACT.

A municipality, so far as we are informed, has no power to prohibit the doing of lawful acts which do not affirmatively appear to serve the public convenience or welfare; and we assume, for the purpose of this case, that the

municipality acted upon the theory that an institution of this kind would adversely affect a Class U-1 district for residential purposes, but in certain environments indicated in the ordinance the effect would be too slight to come within the scope or justify the exercise of the power of prohibition. The Planning and Zoning Commission did not find facts peculiar to the location of appellee's property justifying the denial of its use, but based its action upon financial and social considerations applicable to all parts of the village, as follows: First, that the land would be withdrawn from the tax duplicates resulting in a loss of assessed values to the city; second, that there would be a large number of children attending the local school, which would require additional accounting and inspection by the Board of Education, and might result, notwithstanding the offer of the institution to provide part of the finances for additional school buildings, in an additional outlay for buildings and equipment; and third, that the public welfare would be further affected because in the opinion of the commission a school in any community predominantly attended by the children of a single race, creed or nationality is hurtful to the community.

All of these reasons given by the commission for its finding would be equally applicable to a like use of any other land in the village. They would also apply in certain aspects but in a lesser degree to the use of the cottages in question for private schools or by individual families with large numbers of children of a single nationality or religious faith. It is stated, to be sure, in argument but not in the report of the commission, that the intended use would increase the fire hazards and would probably result in traffic congestion. These same objections could be made to an orphanage in any part of a Class U-1 dis-

tract where it is permitted—perhaps in any other part of the village. There are in the village other tracts of vacant and unplatted land, in all respects similar to appellee's tract, but which have abutting on them one or more lots of Class U-2 territory where double or two-family houses may be built. Because of this seemingly unimportant detail in the environment, the ordinance permits these other tracts to be devoted to this kind of orphanage use, while appellee's tract can not be. It thus appears that the use is permitted in one instance but denied in another under like circumstances. It is to be presumed, as we have indicated, that the permitted use rests upon the determination by the village that its effect upon the community would be too

slight to come within the scope or justify the right of prohibition, in view of which, with the other considerations referred to, we must hold that the restriction as affecting the use intended by appellee is unreasonable. It of course can not be said that the police power of a city extends to the exclusion of an orphanage therefrom because the children in the orphanage are of the same religious belief or nationality or may attend a single school.

We do not doubt that the ordinance is a valid enactment in its general aspects, but as applied to this case it is, we think, unreasonable.

The judgment is affirmed.

July 15, 1927.

### PUBLIC HEALTH ENGINEERING ABSTRACTS

**Report of a Typhoid Epidemic in Grafton, West Virginia during the Winter of 1926-1927.** E. S. Tisdale, Director, Division of Sanitary Engineering, West Virginia State Department of Health. Public Health Reports, Vol. 42, No. 18, May 6, 1927. pp. 1217-1219.

In December, 1926, and January, 1927, Grafton, West Virginia, suffered from a typhoid fever epidemic due to polluted drinking water. There were more than 150 cases resulting in 25 deaths. Grafton procures its drinking water from the Tygarts Valley River, and for five years the West Virginia State Health Department has been urging filtration of the water. Little success has been met and it even was necessary to have recourse to the courts to obtain the installation of a chlorinator.

As an outcome of this epidemic immediate steps were taken to retain a competent engineer to draw plans for a modern filtration plant and the West Virginia legislature was asked to pass a special emergency bill allowing a special levy to be made by the Grafton authorities to finance a construction program.—Arthur P. Miller.

**Should Chlorine be Applied to Apparently Safe Waters?** Linn H. Enslow, Water Works Engineering, Vol. 80, No. 7, March 30, 1927. p. 435.

Although chlorination of apparently safe water supplies during the major portion of time is not essential, one can not always be certain of the continued absence of danger and hazard. It is judged from the article that the author is in favor of chlorinating all water supplies and it is believed that public health officials will agree with him.—F. C. Dugan.

**Garbage Collection and Disposal in Belmont, Massachusetts.** Dana M. Wood. Water Works, Vol. 66, No. 5, May, 1927. pp. 193-195.

This article, by a member of the Belmont Board of Health, begins with a brief general discussion of the problem of garbage collection and disposal. Board of



Health regulations are referred to with the comment that their customary inadequacy is due to the lack of established standards. Then follow local history and definite data.

"For many years the accepted practice was to place a contract for the collection and disposal of garbage, the contractor to collect with his own equipment and remove all garbage from the town. Invariably the garbage has been used for hog-feed on adjoining farms." A table shows the cost of collection and disposal under this arrangement for the years 1898 to 1919, the average cost per capita per year being about ten cents.

Because of poor service by the contractor in 1921 the town changed over to a system of municipal collections in 1922. This method reduced the number of complaints but by 1924 was found to be costing too much. A table shows how the cost per capita per year rose from \$0.078 in 1920 to \$0.900 in 1924. The town thereupon changed back to the contract method of payment. Instead of being paid on a lump sum basis the contractor receives  $8\frac{1}{3}c$  per cubic foot collected and removed from the town. The contractor in turn pays his men on a piece work basis by allowing them one day's pay for one load collected. The men may start as early as they wish and are free as soon as one load has been collected and hauled. There must be at least one collection per week from November to May and two per week from June to October. Under this arrangement excellent service has been obtained.

The contractor uses six vehicles with a total capacity of 729 cubic feet to serve the 16,400 people. "The most efficient collecting vehicle was found to be one having a capacity of about 8 cord-feet, drawn by a pair of horses with one collector having the care and feeding of his team." (Frequent use is made of an unusual unit, the cord-foot, equal to 16 cubic feet.) A table shows unit weights of garbage as determined by sixteen tests distributed over nearly two years, the average weight being 40 pounds per cubic foot. A fourth table shows by months the amount and cost of garbage collected and removed from May, 1925 to December, 1926. The garbage collected from an estimated population of 16,400, amounted to 594 cubic feet per working day (303 days), or to 1,203 pounds per day per 1,000 population (365 days).

The total cost of collection and disposal was \$15,282.46, or  $8\frac{1}{2}c$  per cubic foot, or \$0.93 per capita per year. A table shows by months the number of service complaints received during 1925 and 1926. For the last eight months of those years complaints were reduced from 396 in 1925 to 290 in 1926. A final table presents details of costs from 1922 to 1925.

In a discussion of hog-feeding of garbage the author notes the advantages; that (1) food values in garbage are utilized; (2) fluctuations in the amount of garbage can be compensated for by fluctuating the size of the herd, thereby keeping to a minimum the capital invested, and (3) refuse may be buried to form a compost for fertilizing purposes. Disadvantages are: (1) incomplete consumption; (2) difficulty of delivering garbage in fresh condition; (3) nuisances; (4) injury to herd by cholera or foreign materials in garbage. "One hundred hogs will consume about one ton of garbage per day." Hog feed garbage is worth from 1.6c to 2.1c per cubic foot.

"The service rendered has greatly improved at decreased costs by returning to the contract basis of collection." The unit cost contract is fair to both contracting parties and has resulted in a notable increase in the amount of garbage collected. (The actual per capita cost in 1926 was higher than the previous maximum in 1924 but better service and the removal of a greater volume of garbage was obtained.)—W. M. Olson.

**Plant Disposes of Non-Combustible Rubbish at Los Angeles.** Anon. Engineering News Record, Vol. 98, No. 13, March 31, 1927. pp. 526-28.

This article, together with the one published in the Engineering News Record, August 6, 1925, page 108, on the operation of the Fontana hog farm, gives a very complete and interesting description of how the City of Los Angeles with a population of around one million is disposing of its refuse and garbage.

A city ordinance requires that each householder keep two containers and that one be used only for food waste (garbage) and the other for everything else. The garbage is collected by the city and dumped into tank cars and hauled to the Fontana hog farm. The refuse, also collected by the city, is sold to the Los Angeles By-Products Company for \$502.00 per month. The average collection of refuse per working day over a period of six months was 528 cu. yards. The maximum collection for one day in December was 691 cu. yards.

From a monthly average of 13,500 cu. yds. of refuse there were reclaimed: (1) 600 tons of tin cans; (2) 175 tons miscellaneous metal that had been lightly burned to remove combustible material; (3) 15,000 saleable bottles; (4) 85 tons of saleable broken glass; (5)  $1\frac{1}{2}$  tons of rags; and (6)  $8\frac{1}{2}$  tons of scrap metal, tires and rubber. There were counted 167 different combustible items in one day.

Seven men stationed along the conveyor belt from the dump pick out and segregate the different kinds of material in the refuse. All the metal, except the tin cans from which tin is recovered and granite-iron which can not be salvaged, is loaded into metal cars, burned and baled. The bales, 20 x 24 in., are made by a 600-lb. weight dropping 7 feet on the metal in a chamber at a rate of 25 blows per minute.

The tin cans are removed at the ends of the two conveyor belts by magnetic pulleys that hold the tin cans to them until they get around and beyond the point where other material is thrown off. The tin cans, separated from all other material, are lightly burned to remove labels, etc., and then delivered to the detinning plant where the tin is removed by a chemical process. Paper labels on cans interfere with efficiency of operation and the labels are very difficult to remove. Investigation of this problem is under way. About 20 lbs. of tin are recovered per ton of cans.

The detinned cans are baled in hydraulic presses. When baled to a density of 11% of the density of pig iron, they are sold to copper mills for use as a precipitate, and when pressed to 50% they are sold to steel mills for remelting. In addition to the 600 tons of cans delivered by the city, the company purchases 400 tons of cans and scrap tinned metal from nearby cities.

Pure clear glass that cannot be salvaged whole at the plant is broken and a part ground so that the bulk does not exceed 40 cu. ft. per ton, and is then shipped to China.—H. B. Hommon.

**Construction of Saskatoon Incinerator.** G. D. Archibald. Canadian Engineer, Vol. 51, No. 19, November 9, 1926. pp. 611-613.

A brief illustrated description of the new incineration plant at Saskatoon, Sask., which has been under consideration since 1912. All civic waste was formerly disposed of by dumping on a site located outside the city limits, the average haul being over 3 miles. All household and business refuse is dealt with at the new plant, collections being made daily in certain areas and less frequently in others. Eleven thousand 3 cu. yd. loads per year are collected by the city teams, and in addition about 1,500 loads of trade refuse, etc., are hauled to the destructor by private parties. The yearly cost of collection and destruction and disposal of the residue is \$21,000; the



residue, amounting to 12 cu. yds. of tins and  $\frac{1}{2}$  cu. yd. of fine ash, being hauled to an old brickyard dump inside city limits. The plant, exclusive of the site, cost \$32,000, and after allowing for interest, depreciation, etc., the saving effected in costs of disposal amount to \$3,000 per annum. The population is 31,200.—Rudolph E. Thompson.

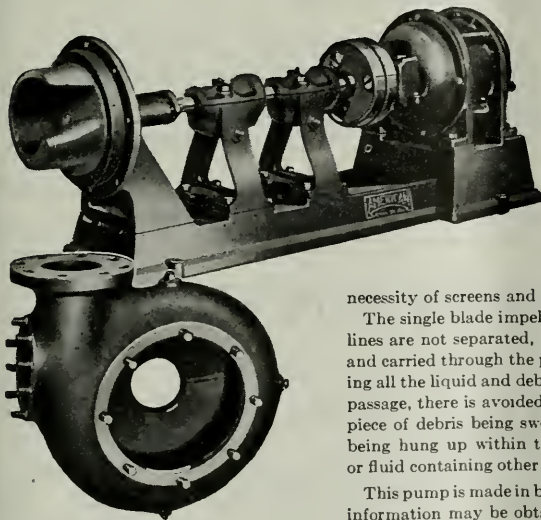
**Camps.** Report of Bureau of Sanitary Engineering, Maryland State Department of Health, 1926. 19 pages.

The State Board of Health issued an order during the year requiring a permit for each summer camp. An engineer was assigned to work with deputy State health officers in investigating sanitary conditions of camps. There were 109 inspections during the year. As a result of this work the following practice is recommended: (1) The insertion of a notice in the daily papers in February and March to the effect that any camp, summer hotel, summer boarding house, picnic grounds, etc., may not operate during 1927 without a permit; (2) inspections and sampling during spring and summer; (3) establishment of reasonable limit of time for improvements; (4) follow-up inspections with refusal or granting of permit as conditions would warrant; (5) Placarding the State Road Camps stating that the place has been investigated by the State Department of Health and approved. If studies showed them unsatisfactory the proper authorities should be requested to improve them before receiving the Health Department's approval.—I. W. Mendelsohn.

**Screening Sewage to Protect Bathing Beaches.** Edmund B. Besselievre. American City, Vol. 36, No. 6, July, 1927. pp. 774-775.

The danger of beach pollution is threatening practically all of our coastal cities and is causing more and more attention to be given the subject of sewage treatment,

(Continued on page 293)



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(Continued from page 266)

its contiguous neighbor and indirectly with all other pieces of land in a given area, and that, when certain unit values were definitely established, mathematical formulae could be applied that would approximately establish values of varying areas containing the same unit values. These unit values are expressed by the unit foot as applied to street frontages, the square foot as applied to industrial areas, and the acre as applied to rural land.

The mathematical formulae induced by a study of relationships found expression in the "Somers System of Land Valuation," and, with some modifications, has been adopted by all professional appraisers.

#### UNIQUE METHOD OF GETTING UNIT VALUES

Values are largely a matter of opinion and have given rise to the following apt expression: "A man thinks a certain thing is worth what he believes others think that it is worth."

This expression provides use for the term "consensus of opinion," which means the opinion of all concerned.

"Consensus of opinion" is reached through the medium of public meetings, attended by the owners of property and those who have definite opinions as to values. The one who conducts the meeting need possess no opinions of his own; it is better that he should not, as then he may more impartially judge the weight of the opinions of others.

At these meetings opinions as to value are freely expressed, discussed and criticized. There may be wide divergencies and several meetings are usually necessary before the variations of opinion are harmonized and approximate values are determined which meet the approval of the majority of those concerned.

The appraiser in charge takes the unit values thus arrived at and, after making

necessary adjustments so as to establish a proper degree of relativity, issues maps of the area under discussion, showing these values, with such additional calculations as may be necessary to furnish adequate information.

These maps are circulated and published in the press and further criticism of the values is invited. These criticisms are considered, adjustments made and errors corrected. The mathematical rules are then applied for computing the value of individual lots or parcels and the job is completed. Adjustments to establish the proper relativity between the several district or areas are made, usually by the appraisal staff, the assessor, and other public officials.

It is quite essential that all public officials should work in harmony in carrying on the work at its various stages, and sometimes an advisory committee of taxpayers is appointed to supervise work. In fact, the appraisal is a co-operative project in which all concerned participate.

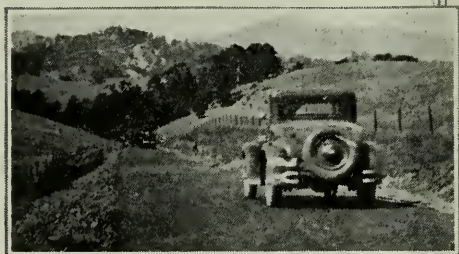
#### TAXATION WITH REPRESENTATION

This plan of appraisal meets all the tests of democracy. It gives all who desire, an opportunity to be heard BEFORE the final judgment and not AFTER as is the case under existing practice.

While it is true that a dissatisfied taxpayer may appeal to the Board of Equalization for redress, it rarely happens that the Board has the essential information upon which it may act intelligently, and the limited period in which it must act precludes obtaining full knowledge of the facts. The proper way to get the facts is to direct a reappraisal of all taxable property within their jurisdiction. Such reappraisals need not be made except at infrequent intervals. Once made, there then exists a public record of full value (which does not now generally exist) and when the assessor has once gone through the modern appraisal



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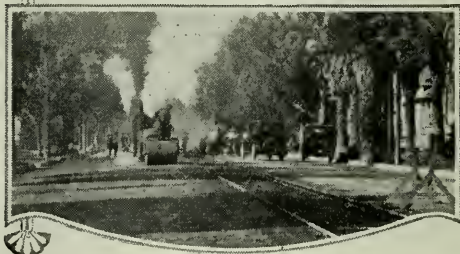
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(below) San Jose, California. South 10th Street.



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procedure he can revise the record from year to year as changes of value occur.

It is not essential that the full appraised value be entered in the assessment books. But a uniform percentage should be taken, otherwise relativity would be destroyed. Value should be relative, otherwise property would not be taxed in proportion to its value, as the constitution requires.

#### VALUE OF IMPROVEMENTS

The value of improvements is arrived at by quite a different method. These values are not determined so much by opinion, but are produced by the facts of unit costs. These are matters of every-day occurrence. The present worth of a structure, whether it be a building or an orchard, is its present reproduction cost, less depreciation for age, obsolescence, lack of utility and other depreciable factors. This phase of the appraisal is in the hands of trained construction men, who measure every building and list its structural features on special data forms.

#### CITIES ALSO CONCERNED

The municipalities of the state are naturally interested in this subject, especially as many instances occur where the city assessment varies from that of the county. There ought not to be two official values attaching to the same property.

This condition prompts the suggestion that the cost of making an appraisal should be shared by the municipalities in a county. Where the desire to make an appraisal is with both city and county officials, the legal authority to have the work done on joint account will be found in the Statutes of 1921 at Page 542.

#### CONCLUSION

As a conclusion it might be repeated—

That our present taxation practices are obsolete and produce many inequities and unfair discriminations that beget a discontent which is focused, not upon the causes of the injustices, but upon those who administer the system, and the criticism so bestowed is also unfair.

The only manner by which the existing inequalities of the tax burden may be adjusted is by a complete revaluation of taxable property. This revaluation should take place before the state is driven, by the necessity of obtaining more revenue, to resort to an ad valorem tax, for such a tax would be increasingly inequitable.

As a result of observing the process of an appraisal performed by a staff of professional appraisers (and such a work may be properly dignified as a special and distinct profession), I am convinced that an appraisal can be made that will reflect a consensus of public opinion as to values and can be made to approximate true value, and that, by approved methods, relative values may be determined that will equitably distribute the burden of taxation.

It will cost something to perform this task, but the doing of the right thing is always worth the cost. "The best is always the cheapest," is a maxim to be observed, and if this work should be attempted and others than the officials be employed, professional experts should be so engaged and not inexperienced amateurs, just as one would employ the most competent physician, lawyer, or other professional specialist. The service required should not be awarded to the lowest bidder, but reputation based on former successful practice should be sought for and be the determining factor.





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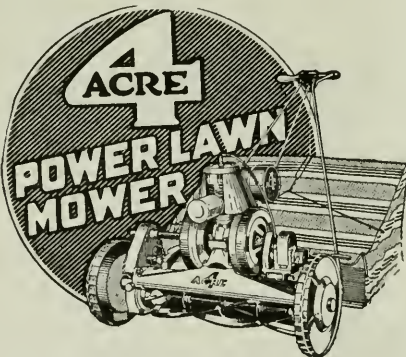
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(Continued from page 288)

and permits planes to make a run of 3,000 feet into the prevailing wind in landing or taking off. Being located beside the water and with meadows on the other sides, it is unusually free from obstructions in its aerial approaches.

The city has installed one of the best lighting systems in the country to make the field available for use at any hour, including boundary lights, obstruction lights and beacon, in strict accord with the Department of Commerce recommendations. A feature of the development is that everything except the concrete floor of the hangar has been built with a view to easy removal, if necessary, to whatever permanent site may be selected. Even the electric cable carrying current to the boundary lights can be ripped out of the ground with a tractor and relaid where desired. The administration building was purposely planned only 33 feet wide, so that it could be loaded on trucks and hauled along the highways to any point.

#### THE OAKLAND SITE

Somewhat the same view taken in Portland has been assumed by the Oakland authorities. As in Portland, the expense of developing this airport is being covered from the surplus revenues of the Port Commission. The Oakland site is on Bay Farm "Island," a peninsula just south of the city in San Francisco Bay. The cost of the bare land is \$650,000, and no estimate of the expense of improving has been completed as yet.

Runways as long as 6,000 feet can be developed on this site, thus enabling it to accommodate the heaviest planes now built or foreseen for the immediate future with a very high factor of safety.

#### SANTA MONICA'S FIELD

Santa Monica's field is a 144-acre affair, of which 80 acres are used. It was financed through a bond issue under the California Parks and Playgrounds Act,

which permits formation of an assessment district to pay for certain classes of public improvements.—From *"The American City"* for July, 1927.

#### ALAMEDA'S AIRPORT

Since Mr. Lane's article was written, public interest in aviation has been greatly stimulated by the spectacular achievements of Colonel Lindbergh and others in trans-oceanic flights, indicating clearly what the future holds forth for this form of transportation. It seems only a few years ago when the automobile was looked upon as a luxury; today it is a necessity.

In addition to the Pacific Coast cities referred to by Mr. Lane, our readers will undoubtedly be interested in the lease contract adopted by the Alameda City Council on July 19th which provides for the immediate construction of an airport on a portion of the lands formerly offered to the United States for a naval base site. Work on the new airport will be started within the next two weeks, the estimated cost of which is \$300,000.

A contract for the grading, which will cost approximately \$30,000, will be awarded as quickly as possible and every effort will be made to start the work within the next two weeks in order to facilitate completion of the new airport.

Plans of the new airport company were outlined informally by Captain Chadwick Thompson and Virgil G. Skinner, who represented the lessors in their negotiations with the city.

The first structure to be erected on the landing field will be a stucco administration building. The factory and hangars, all of which are to be first class buildings, will follow.

The airport will be situated on tidelands to the south of the Southern Pacific tracks at a point nearly midway between the mole and the railroad company's car repair shops in West Alameda.



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It will consist of buildings necessary for the operation of the factory and landing field, and two 1000-foot runways, constructed in such manner as to permit aviators to take-off into the prevailing winds. Provision will be made for a longer runway to permit heavily laden planes, such as those carrying extra supplies for long distance flying, to take-off safely.

The entire project ultimately will represent an investment of approximately \$300,000 and will be one of the best equipped airports in the West, Thompson said.

#### CITY GETS RENTAL

Under the terms of the lease, which does not become effective for 60 days in accordance with law, the city will receive a monthly rental of \$200 for the 10-year period.

Although the lease is not effective, permission was granted to the aircraft company by the council to proceed immediately with its improvement program.

At the expiration of the 10-year period, the city will become owner of improvements to the valuation of \$40,000. Should the lease be renewed for an additional 10 years, the entire airport will be amortized and become the property of the city at the expiration of the renewal.

The lease also provides that all planes operating from the field must be licensed in accordance with federal and local regulations. It stipulates that the company must keep licensed mechanics on duty at all times to give service to private or commercial planes alighting on the field.

The city retains, at all times, the option of acquiring the airport upon one year's notice.

#### ENLARGE PLANT

The lessors plan to enlarge their manufacturing of planes as soon as the new airport is made available. The aircraft

company is building monoplanes in San Francisco at the present time and recently completed a plane for Major Irving, who is one of the entrants in the Dole air race to Hawaii for a prize of \$35,000. This race is to be held next month.

In addition to the factory, the airport company will maintain hangars for both commercial and private planes and operate an aviation school.

Aviators consider the airport site to be exceptionally well adapted for use in aviation because of its unusual freedom without isolation.

The landing field site is far from power lines and from either residential or industrial districts yet it is close to highway and railroad facilities. The field borders the automobile ferry road and is within walking distance of the mole with its rail and transbay facilities.

Ample room is contained in the tideland area for expansion as many acres can be added to the airport by filling in submerged land.

#### BID FOR AIR MAIL

As soon as the airport becomes established, a bid will be made for the western terminal of the trans-continental air mail, it was stated.

Because of its close proximity to the Alameda mole with its rail and water facilities, the airport is held to be an ideal landing point for the air mail planes.

Men interested in the venture believe that the air mail can be transported to San Francisco quicker from the Alameda airport than it can be from other points.

If the field can be graded in time, there is a possibility that Major Irving and other Dole entrants may take-off from the new airport in the air race to Hawaii.

An effort will be made by the lessors to have the field prepared in time to permit Dole entrants to use it as a starting point if they wish.

## **Concrete Roads Are An Investment— Not a Speculation**

Concrete Roads do not wear out at the end of eight, ten or twenty years.

Concrete Roads can be built to carry any kind of traffic, indefinitely—practically without repairs. They save the high cost of maintenance so common with less durable types of construction because they have the maintenance *built into* them.

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## PUBLIC HEALTH ENGINEERING ABSTRACTS

*(Continued from page 283)*

not only to escape the menace to health but also to avoid the visual evidence of sewage pollution. Mechanical fine screening offers one method of treatment in which the cost of installation is surprisingly moderate and the upkeep and running charges remarkably low. In cities where an incinerator for the garbage is available, the problem of screenings disposal is a minor one. In places where an incinerator is lacking, the screenings may be buried in adjacent fields or farms.—W. L. Havens.

**Court Decisions Relating to Public Health.** Public Health Reports, Vol. 42, No. 10, March 11, 1927. pp. 678-681.

Statute requiring vaccination of pupils held constitutional; school board may require new exemption certificate when it appears that the child is no longer, "an unfit subject for vaccination." (New Hampshire Supreme Court; Barber v. School Board of Rochester et al., 135 A. 159; decided November 2, 1926.)

City held liable for damage to private property crossed by small stream so polluted by sewage as to cause the premises to be uninhabitable. (South Dakota Supreme Court; Gellert v. City of Madison et al., 210 N. W. 978; decided December 6, 1926.)

City held without power to require license of bakeries in addition to State license. (Wisconsin Supreme Court; Wisconsin Association of Master Bakers, et al., v. City of Milwaukee et al., 210 N. W. 707; decided November 9, 1926.)

Typhoid fever held not compensable under workmen's compensation act in instant case. Employee on business trip ate raw oysters in New York City afterwards becoming ill with typhoid fever. An epidemic of typhoid fever existed in New York at the time of his visit. The court's opinion states, "\* \* \* that the mere fact that there was an epidemic of typhoid fever in said city during the period of the petitioner's visit there constituted an exposure or risk of the commonality in general and was not peculiar to or characteristic of his employment. \* \* \*" (California Supreme Court; Pattiani v. State Industrial Accident Commission et al., 250 P. 864; decided November 9, 1926.)

City ordinance authorizing the collection and removal of garbage and other refuse by contract, and providing also for permits for the removal of "kitchen refuse commonly known as swill," held valid. (Arkansas Supreme Court; Porter et al. v. City of Hot Springs, 287 S. W. 585; decided November 8, 1926.)

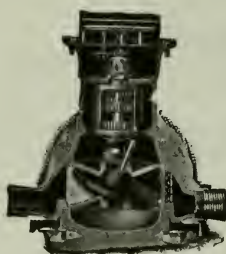
Change in law held not to release county from contract for tuberculin testing of cattle. (Minnesota Supreme Court; State ex rel. Hilton, Atty. Gen., et al. v. Board of Commissioners of Lincoln County et al., 210 N. W. 635; decided November 12, 1926.)—E. H. Gage.

**State Regulation of Public Baths, Swimming Pools, Laundries or Wash-Houses, and Comfort or Convenience Stations.** Anon. Journal of the American Association for Promoting Hygiene and Public Baths, Vol. 9, April, 1927. pp. 63-65.

This compilation is a summary of the state regulations on the places enumerated in the title. It would be exceedingly useful to anyone desiring to prepare such regulations or revise existing ones.—Arthur P. Miller.

**School Ventilation Laws.** Thomas J. Duffield. Journal of the American Society of Heating and Ventilating Engineers, Vol. 33, No. 6, June, 1927. p. 388.

This very brief paper provides certain basic principles which the New York



TRIDENT DISC

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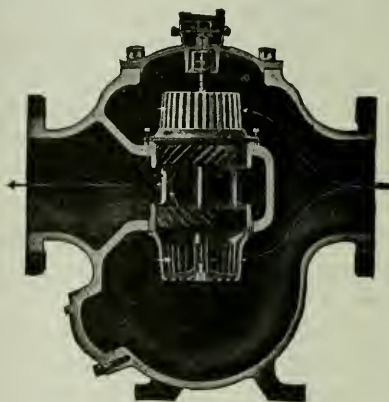
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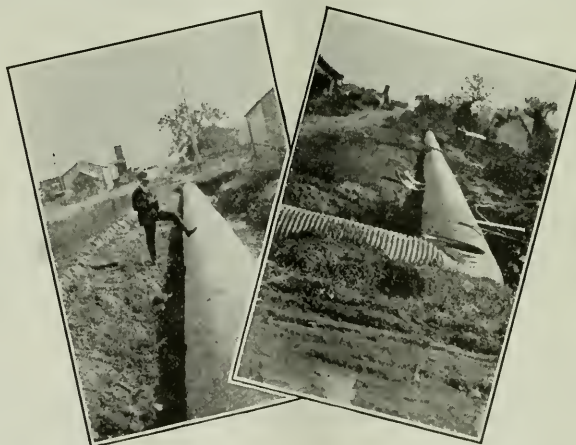


TRIDENT CREST

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resulting in  
flooded base-  
ments.

Insufficient  
drainage pre-  
parations cost  
municipalities  
thousands of



dollars last  
WINTER.

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peace, prepare  
for war"  
applies also to  
the present.

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LOS ANGELES

State Commission on Ventilation have formulated in response to requests for suggestions as to the matter which should be included in school ventilation laws. The requirements for heating and ventilation are essentially the following: (1) The provision of sufficient heating capacity to heat (a) corridors, gymnasiums and shops, 65°; (b) swimming pools and dressing rooms, 75°; (c) all other occupied rooms, 68°; (2) all classrooms shall have at least 15 square feet of floor space per pupil and should have a system of ventilation capable of avoiding the production of unpleasant odors usually associated with more than 15 parts of carbon dioxide per 10,000, and capable of functioning without producing chilling drafts. Such ventilation shall be accomplished by either window-gravity or mechanical means or by any other method which will attain the desired result. Ventilation of auditoria, chemical laboratories, shops, etc., shall be obtained preferably by mechanical means; (3) every school room shall be provided with at least one thermometer; (4) an approved system of ventilation shall be maintained in operation whenever school is in session.—Leonard Greenburg.

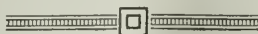
**Report of the Committee on Milk Supply.** Anon. American Journal of Public Health, Vol. 7, No. 4, April, 1927. pp. 367-379.

The committee gave consideration to "(1) the effect of the processing of milk, especially pasteurization, on its creaming ability, and (2) an outline of the principles upon which definitions of pasteurization should be based."

"In the literature reviewed on the creaming ability of milk, the committee found that various factors had been reported by investigators as affecting the creaming ability of raw milk. These include the breed of cattle from which the milk is obtained, the stage of lactation of the dairy cow, the percentage of fat in the milk and the size and grouping of the fat globules, the viscosity of the milk serum, the temperature of the milk during creaming, the re-creaming of the milk, the passing of the milk through a separator and remixing the cream and the milk, and the agitation of the milk.

"The factors reported in the literature as affecting the creaming ability of the milk after it reaches the pasteurization plant are clarification, pasteurization (including heating and holding, type of apparatus, heating medium), agitation, cooling and storing."

In discussing the principles on which a definition for pasteurization should be based the committee includes: "(1) Health officers are not now possessed of the proper data to enable them to wisely formulate and apply a complete definition of pasteurization; (2) a proper definition of pasteurization will be one which applies to every particle of milk pasteurized and which requires in addition a margin of safety for the design and operation approximations of commercial practice; (3) each make of apparatus must be tested to determine its required margin of safety and to disclose design defects which must be corrected, and then subsequent tests should be made to determine the continued efficiency of the apparatus under operating conditions; (4) the testing work should preferably be done by an agency whose work will be respected nationally by both health officers and the industry; (5) until the desired information is available health officials should support vigorously effective control over pasteurization, and in addition to existing time and temperature requirements, they should apply the pasteurization specifications outlined in this report."—R. E. Irwin.





(Continued from page 276)

# Now Low Fares East

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Atlanta, Georgia . . .	\$113.60
Atlantic City, N. J. . .	153.34
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Chattanooga, Tenn. . .	107.48
<b>CHICAGO . . . . .</b>	<b>90.30</b>
Cleveland, Ohio . . . .	112.86
Columbus, Ohio . . . .	112.80
Dallas, Texas . . . . .	75.60
Denver, Colo. . . . .	67.20
Duluth, Minn. . . . .	99.00
Detroit, Mich. . . . .	109.92
Fort Worth, Tex. . . . .	75.60
Houston, Texas . . . . .	75.60
Havana, Cuba . . . . .	170.70
Indianapolis, Ind. . . .	103.34
Jacksonville, Fla. . . .	124.68
Kansas City, Mo. . . . .	75.60
Knoxville, Tenn. . . . .	113.60
Louisville, Ky. . . . .	105.88
Memphis, Tenn. . . . .	89.40
Minneapolis, Minn. . . .	91.90
Montreal, Que. . . . .	148.72
New Orleans, La. . . . .	89.40
Nashville, Tenn. . . . .	102.86
<b>New York City, N.Y. . .</b>	<b>151.70</b>
Niagara Falls, N. Y. . .	124.92
Oklahoma City, Okla. . .	75.60
Omaha, Neb. . . . .	75.60
Philadelphia, Pa. . . . .	149.22
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Portland, Maine . . . .	165.60
Providence, R. I. . . . .	157.76
St. Louis, Mo. . . . .	85.60
St. Paul, Minn. . . . .	91.90
San Antonio, Texas . . .	75.60
Savannah, Ga. . . . .	127.24
Toronto, Ont. . . . .	125.72
<b>Washington, D. C. . . .</b>	<b>145.86</b>
Wheeling, W. Va. . . . .	123.60

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San Francisco

may immediately adopt them as its building law.

The completed code will deal with all types of construction and will in addition classify buildings according to use or occupancy. It will contain a chapter on engineering regulations and one each on the various general classes of building materials. Detailed regulations will be segregated for ease of use of the code and a separate chapter will deal exclusively with fire-resistance standards. This latter is a new thing in building codes but will be based on actual standard test data. All of these various parts will be tied together by a method of cross reference to interrelated parts. The code will naturally lead the user through to necessary related points. The preliminary draft was considered sufficiently good by Sacramento, Alhambra and Redlands in California and Klamath Falls, Oregon, for adoption in that form. However, the Conference officially advised waiting for the final draft.

A considerable amount of work yet remains to be done to get the final draft into shape. This work will be completed and the Uniform Building Code will be presented to the Conference at the 6th annual meeting at Phoenix, Ariz., in October for final action at that time.

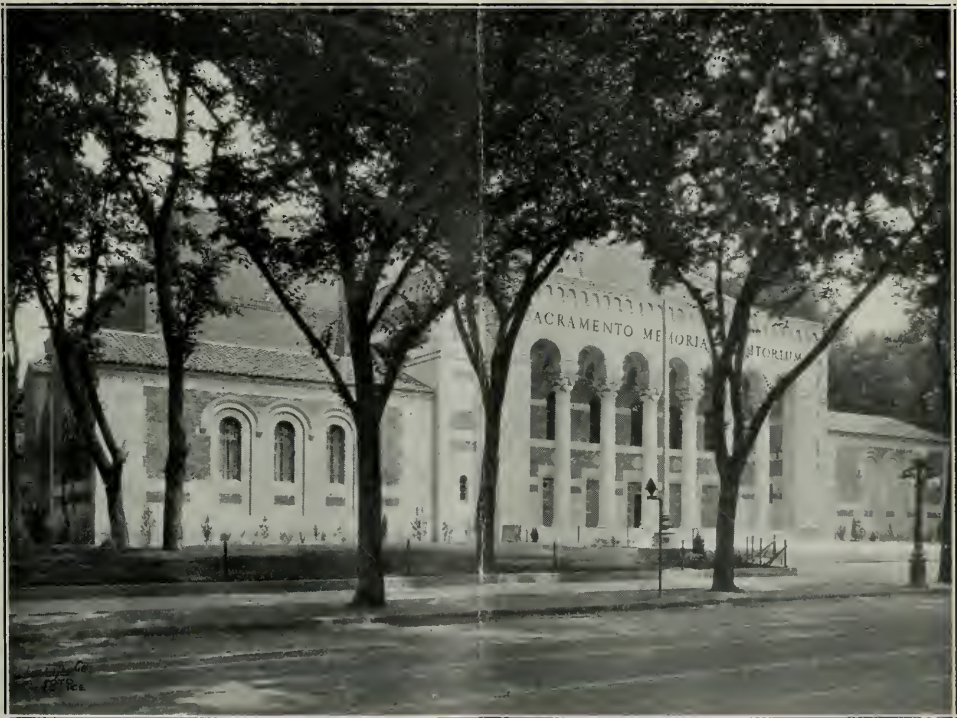
*This does not mean the end.* The Pacific Coast Building Officials Conference will continue the code work by constantly improving the code as new materials and methods of construction are devised and as better information on some details is made available through research and tests. In this manner cities adopting the code will have a means whereby they may keep their building regulations up-to-date and will be given advice when controversies or questions arise. (Pacific Coast Building Officials Conference Bulletin of August, 1927.)

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# Pacific Municipalities

A Monthly Review of Municipal Problems and Civic Improvements

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



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Street Opening Act of 1903  
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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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# LEAGUE OF CALIFORNIA M U N I C I P A L I T I E S

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

## OFFICERS

President, Dr. JOHN J. SIPPY, District Health Officer, Stockton  
Secretary-Treasurer, H. A. MASON, Bond and Ordinance Expert of the City of San Francisco  
Executive Secretary, WM. J. LOCKE  
Headquarters; 707 Chancery Building, San Francisco  
Official Printers: A. Carlisle & Co., San Francisco

## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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*Official Call*  
to the  
**29th Annual Convention**  
of the  
**League of California Municipalities**

To the Honorable Councils and City Officials  
of the Cities of California

You are respectfully notified that the 29th Annual Convention of the League of California Municipalities will be held at the Municipal Auditorium in the City of Sacramento, September 20th to 23rd, 1927, and every official, elected or appointed, of the cities and towns belonging to the League is invited to attend and participate in the discussion of municipal problems and methods for their solution.

Unusual care has been exercised in preparing the program for this convention, in order that the greatest amount of attention may be given to those questions which appear to be of the greatest immediate concern to municipalities at this time, and, in every case their discussion will be led by recognized authorities. The subjects include Scientific Assessing, Municipal Airports, Arousing Interest in City Government, Garbage and Sewage Disposal, Regulation of Street Traffic, Zoning Problems, Uniform Building Code, etc.

These conventions serve as a school in Municipal Government, where city officials have an opportunity to exchange ideas and experiences and learn the best and most economical methods of administering the sacred trust reposed in them, and the most progressive cities of the state invariably send representatives.

Official headquarters will be at the Hotel Senator and delegates are urged to make their reservations at this or adjacent hotels as soon as possible.

Respectfully,

JOHN J. SIPPY, M. D., President,  
LEAGUE OF CALIFORNIA MUNICIPALITIES.

Wm. J. Locke,  
Executive Secretary.



# **ATTENTION**

## **OPENING *of* CONVENTION**

### **POSTPONED ONE DAY TO THE TWENTIETH**

As we were about to go to press with the program it was found that the Municipal Auditorium at Sacramento would not be available on Monday, September 19th, wherefore

**ALL MEETINGS  
HAVE BEEN DEFERRED ONE DAY  
AS INDICATED ON THE PROGRAM**

# ***HOTEL SENATOR***

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## PROGRAM

Twenty-ninth Annual Convention

OF

League of California Municipalities

TO BE HELD AT THE

MUNICIPAL AUDITORIUM

Sacramento, Cal., September 20-23, 1927

---

OFFICIAL HEADQUARTERS

HOTEL SENATOR

---

The success of the convention will depend in a large measure on the officers presiding over the various departments. Meetings should be called promptly on time and not be allowed to drag.

**TUESDAY MORNING, September 20, 1927**

**9:30 A. M.**

**BEFORE ENTIRE BODY**

Flag Raising Exercises, "The Star Spangled Banner" .....	Boy Scouts of Sacramento.
Opening Address .....	John J. Sippy, M. D., President of the League.
Welcome on behalf of the State.....	C. C. Young, Governor of California.
Welcome on behalf of the City.....	A. E. Goddard, Mayor of Sacramento.
Report of the Secretary-Treasurer.....	H. A. Mason.
Report of the Legislative Committee.....	Wm. J. Locke, Chairman.
Report of the joint meeting of City Planners and City Officials held in Oakland, March 4, 1927.....	Fred E. Reed, Past President California Real Estate Association.
How to Arouse More Interest in City Government.....	C. E. Ashburner, City Manager of Stockton.
Public Health, Why?.....	Dr. K. F. Meyer, of the Hooper Foundation for Medical Research, University of California.

### Luncheon

Delegates will assemble in their respective departments for afternoon sessions.

# **TUESDAY AFTERNOON**

**2 P. M.**

## **DEPARTMENT OF CITY ATTORNEYS**

**ROBERT L. SHINN**, City Attorney of Sacramento, presiding

- A Summary of Decisions Relating to Zoning.....Archer Bowden, City Attorney of San Jose.
- Regulation of Telephone Rates.....Milton Bryan, Deputy City Attorney of Los Angeles.
- Discussion led by John J. Dailey, Special Counsel for San Francisco.
- The Failure of Rate Regulation of Public Utilities.....Norman E. Malcolm, City Attorney of Palo Alto.
- Business Licenses .....James H. Mitchell, City Attorney of Burbank.

## **DEPARTMENT OF CLERKS, AUDITORS AND ASSESSORS**

**JOHN J. LYNCH**, City Clerk of San Jose, presiding

- Duties of a City Clerk.....Ruth E. Meilandt, City Clerk of Ventura.
- Assessing at a Fair Cash Value.....H. L. Moody, City Assessor of San Diego.
- "Unpaid Improvement Bond Assessment".....John W. Gibson, City Clerk and ex-officio Recorder and Assessor, Oroville.

Should the City Clerk have the minutes typewritten on the day after the meeting and copies sent to each councilman so that they may be approved at the next session as heretofore read?

Discussion.

## **DEPARTMENT OF ENGINEERS, COUNCILMEN AND STREET SUPERINTENDENTS**

**W. B. HOGAN**, City Engineer of Stockton, presiding

- Opening Remarks .....W. B. Hogan.
- Grade Crossing Problems in California.....A. G. Mott, Chief Engineer, Railroad Commission of California.
- California's Highway System.....R. M. Morton, State Highway Engineer.
- A Review of the Major Construction Achievements of California and the Far West, and a Glimpse into the Future .....Philip Schuyler, Editor of the "Western Construction News."
- Ornamental Street Lighting Systems.....George M. Bowman, Electrical Engineer, City of Fresno.

## **DEPARTMENT OF CITY PLANNING**

**HUGH L. POMEROY** of Los Angeles, President of the Department, presiding

- Address, City Planning Accomplishments, 1926-27.....Hugh L. Pomeroy, Chairman of Section.

Discussion, including reports from various Planning Commissions.

- Paper: Architectural Control Under the Police Power....Rollin L. McNitt, President of the City Planning Commissioners of Los Angeles.

Discussion led by Mr. James Dean, Member of the State Board of Architecture, and of the Sacramento City Planning Commission; and Charles H. Cheney, City Planning Consultant.

- Paper: Methods of Re-classification on Zone Maps.....Herbert H. Jaqueth.

Discussion led by A. E. Williamson, of the Regional Planning Commission of Los Angeles County.



# DEPARTMENT OF CITY MANAGERS

H. F. SCOVILLE, of Monrovia, presiding

Introduction by President.

The Council—Organization and Procedure.....Frank E. Stringham

Organization and Administration of the following offices:

The City Manager.....John N. Edy

Financial and Clerical Department.....H. C. Bottorff

Engineering Department .....Clifton E. Hickok

## TUESDAY EVENING

8:00 to 9:00 P. M.

Concert by Sacramento Municipal Symphony Orchestra

9:00 to 9:30 P. M.

The Water and Power Projects of the City of Los Angeles

.....Ralph L. Criswell, former president of the Los Angeles City Council.

This address will be illustrated by moving pictures showing, among other things, the great Boulder Canyon Project.

9:30 to 10:30 P. M.

Informal reception to delegates during which there will be a concert by the Sacramento Junior College.

## WEDNESDAY MORNING

9:00 A. M.

Entire Body

Past President H. L. MOODY, of San Diego, presiding

9:00 to 9:30 A. M.—Five-minute talks by exhibitors. Each exhibitor will be given not more than five minutes in which to explain any new or superior features of his exhibit.

Municipal Landing Fields from a City Planning Point of View

.....Wm. G. Bonelli, President of Los Angeles City Council, Instructor at Occidental College, Chairman of City Planning Committee of Los Angeles City Council, and member of the U. S. Army Aviation Reserve Corps.

Set-back Lines, How, When and Where They Should be Established

.....Rollin L. McNitt of Los Angeles.

Equalization of Assessed Values Through Scientific Appraisal Procedure

.....James G. Stafford

Discussion led by H. L. Moody and H. A. Mason.

Why the Cities Should Adopt the Uniform Building Code

.....S. P. Koch, Building Inspector of Berkeley.

12:00 to 1:30 P. M.

Joint Luncheon

Engineers, Councilmen and Street Superintendents with the Sacramento Chapter, American Society of Civil Engineers and Sacramento Chapter American Association of Engineers.

**Note:** Delegates will make reservations at the desk of the registration clerk for this luncheon.

**WEDNESDAY AFTERNOON**  
**ENGINEERS, COUNCILMEN AND STREET SUPERINTENDENTS**  
**1:30 to 5:00 P. M.**

- Inspection trip in City of Sacramento visiting:
- (1) 108-inch Storm Sewer under construction.
  - (2) City Filtration Plant.
  - (3) Garbage Incinerator Plant.

**2:00 P. M.**  
**DEPARTMENT OF CITY ATTORNEYS MEETING IN JOINT SESSION**  
**WITH THE DEPARTMENT OF CLERKS, AUDITORS**  
**AND ASSESSORS**

- Taxation of Property of the Veterans' Welfare Board.**C. W. Meir, City Assessor of Sacramento.
- Discussion by Earl J. Sinclair, City Attorney of Berkeley.
- Recent Amendments to our Street Improvement Laws** .....J. Harold Cragin, Assistant City Attorney of Los Angeles.
- Codification of Ordinances—Necessity and Value—**
- Cost and How Best Accomplished.**.....A. J. Van Wie, City Clerk of Glendale.

**QUESTIONS FOR DISCUSSION**

- What is the best way for recording ordinances?
- Is it advisable and proper for a city council to meet as a committee of the whole before each regular meeting and discuss the business which is to come up at the regular meeting?
- Should the city clerk prepare a program of the business to come up before the meeting and submit copies to the members in advance?
- Under what circumstances should a city clerk refuse to countersign a warrant?
- May a city council, sitting as a board of equalization, make a blanket raise of all assessments?

**DEPARTMENT OF CITY PLANNING**

- New City, County and Regional Planning Act (Senate Bill 585)**.....Charles H. Cheney, City Planning Consultant and Secretary of the California Conference on City Planning.
- Discussion led by Carol Aronovici, City Planning Consultant of Berkeley and Los Angeles.
- Subdivision Control** .....Kenneth Gardner, City Planning Director of San Diego.
- Discussion led by Dr. R. B. Giffen, of the City Planning Commission of Sacramento.

**DEPARTMENT OF CITY MANAGERS**

- Health Department** .....J. W. Charleville
- Police Department** .....C. E. Ashburner
- Fire Department** .....R. V. Orbison
- Building and Inspection Department** .....J. W. Price

**WEDNESDAY EVENING**

Informal ball at Auditorium, dancing numbers interspersed with musical and vaudeville entertainment.

**THURSDAY MORNING****9:00 A. M.****Entire Body**

DR. WALTER M. DICKIE, presiding

The Importance to Municipalities of Assembly Constitutional Amendment No. 27.....	B. S. Crittenden, Member of the Assembly and City Attorney of Tracy.
Advertising a City, the Most Efficient and Economical Methods .....	R. A. Edwards, of Foster and Kleiser Company.
Recreation and the Changing Times.....	George Sim, Recreation Superintendent of the City of Sacramento.
Municipal Traffic Regulation.....	Helen L. Holt of the California Development Board.

**11:30 A. M.**

Selection of the next place of meeting.  
Report of the Nominating Committee.  
Election of Department Officers.

**THURSDAY AFTERNOON****2:00 P. M.****DEPARTMENT OF CITY ATTORNEYS**

A General Review of Recent Court Decisions on Municipal Questions .....	J. W. Coleberd, City Attorney of South San Francisco.
Alternate Specifications for Street Work.....	J. Leroy Johnston, City Attorney of Stockton.
Regulation of Billboards and Bill Posting.....	Sol P. Elias, Mayor of Modesto.
Unfinished business.	
Election of Department Officers.	
Adjournment.	

**DEPARTMENT OF CLERKS, AUDITORS AND ASSESSORS**

Recent Court Decisions of Interest to Clerks, Auditors and Assessors .....	H. A. Postlethwaite, City Attorney of San Bruno.
Report of Committee on Uniform Accounting.....	George H. Wood, Controller of Pasadena, and H. C. Saulsberry, Controller of Glendale.
Unfinished Business.	
Election of Department Officers.	
Adjournment.	



DEPARTMENT OF ENGINEERS, COUNCILMEN AND STREET  
SUPERINTENDENTS

2:00 P. M.

ALLAN T. WAGNER, City Engineer of Sacramento, presiding

- Water Resources of the State of California.....Paul Bailey, State Engineer.
- Irrigation Developments in the Sacramento and San  
Joaquin Valleys .....Charles H. West, Department of  
Agricultural Economics of the  
University of California.
- Hydro-Electric Development in California.....P. M. Downing, Vice-President  
Pacific Gas & Electric Company,  
in charge of Electrical Construc-  
tion and Operation.
- Transaction of Business and Election of Officers for ensuing year.
- All in attendance at this meeting will adjourn to The Little Theatre in this building  
where the remainder of the program will be conducted in connection with the  
Health Officers Section.
- Disposal of Sewage and Industrial Wastes.....W. T. Knowlton, Sanitary Engineer  
of Los Angeles.
- Garbage Collection and Disposal.....R. W. Stewart, Chief Deputy City  
Engineer of Los Angeles.

DEPARTMENT OF CITY PLANNING

- Phases of Regional Planning with Respect to Con-  
gestion and Decentralization.....Fred Dohrmann, Jr., President Re-  
gional Plan Association of the  
San Francisco Bay Counties.
- Discussion led by Hugh L. Pomeroy, late Director of Los Angeles Regional Planning  
Commission.
- Relation of Downtown Commercial Districts to Out-  
lying Business Districts.....Gordon Whitnall, Director and Gen-  
eral Manager of the Board of  
City Planning Commissioners of  
Los Angeles.
- Discussion led by Frank D. Stringham, President California Conference on City  
Planning.
- Unfinished Business.
- Election of Department Officers.
- Adjournment.

DEPARTMENT OF CITY MANAGERS

- Parks and Recreation .....To be selected
- Welfare, Charities and Corrections..... (Judge H. R. Archbald) Suggested
- Comments and Discussion.....(Prof. May) Suggested
- Municipal Enterprises ..... R. M. Dorton

THURSDAY EVENING

Banquet at Auditorium with musical and vaudeville numbers.

## FRIDAY MORNING

### Entire Body

Report of the Resolutions Committee.

Unfinished Business.

New Business.

Adjournment of Business Session.

*NOTE: Efforts are being made to obtain Delos F. Wilcox, the eminent authority on Public Utility Regulation, to address the convention on a topic relative to the Regulation of Public Utilities. Announcement will be made later if Mr. Wilcox consents to speak.*

## FRIDAY AFTERNOON

Delegates to be furnished tickets which will be honored at any Sacramento theatre.

## SATURDAY MORNING

Automobile trip to Caloma, the place where gold was first discovered in California. (Details will be given later.)

## SPECIAL ENTERTAINMENT FOR THE LADIES

Miss Susan T. Smith of the Ladies' Committee, which includes the wives of all the councilmen and representatives of all the Women's Clubs in Sacramento, reported the following tentative program for the wives of the city officials attending the convention.

## TUESDAY AFTERNOON

An automobile drive out through Crangevale and Fair Oaks, then back to the Country Club.

## WEDNESDAY AFTERNOON

Visit to the Crocker Art Gallery. The pictures will be explained, and there will be music and refreshments.

## THURSDAY

A trip down the river to the Delta Country, and a Picnic Lunch. Free Theatre Tickets will be furnished to all the visiting ladies, and a special room in the hotel will be at their disposal at all times.



**DEPARTMENT OF PUBLIC HEALTH**  
**WALTER M. DICKIE, of Sacramento, presiding**

**TUESDAY MORNING**

Registration.

Joint meeting with entire League.

**AFTERNOON**

Address of Welcome.....	Dr. F. F. Gundrum, Vice-President State Board of Health.
President's Address .....	Dr. W. M. Dickie, Director, State Department of Public Health.
Malta Fever .....	Dr. Karl F. Meyer, Director, Hooper Foundation for Medical Research.
Rocky Mountain Spotted Fever.....	Dr. W. F. Cogswell, State Health Officer, Montana.
Diagnosis of Poliomyelitis.....	Dr. Charles Nixon, University of California Medical School.
Control of Poliomyelitis.....	Dr. W. W. Cress, Health Officer, Sacramento.
Treatment of Poliomyelitis.....	Dr. Karl F. Meyer.

**WEDNESDAY MORNING**

Joint session with entire League.

**AFTERNOON**

Value of Public Health Nursing to Rural District.....	Alice C. Bagney, President, Califor- nia Organization for Public Health Nursing.
Nurses' Part in Child Welfare.....	Anastasia Miller, Public Health Nurse, Sacramento.
The Problems of Part-time Health Officers in Con- nection with Health Problems and Health Nurses....	Dr. A. Hieronymus, Health Officer, Alameda.
School Nursing .....	Dr. Wm. C. Hassler, Health Of- ficer, San Francisco.
The study of 2400 cases in nutrition conducted by the Board of Health in the S. F. School Dept.	
Discussion General Subject of Public Health Nurs- ing .....	Dr. John N. Force, Professor of Epidemiology, University of Cali- fornia.

**THURSDAY MORNING**

Joint session with entire League.

**AFTERNOON**

Infant Diarrheas .....	Dr. E. C. Dickson, Stanford Univer- sity Medical School.
Welfare Centers .....	Dr. John L. Pomeroy, County Health Officer, Los Angeles.
Business Meeting.	
3:00 P. M.—Joint Session with City Engineers Section on	
Garbage Disposal	
Sewage Disposal	

**FRIDAY MORNING**

Joint session with entire League.

**AFTERNOON**

Question Box.



# Program of California Association of Dairy and Milk Inspectors

Sacramento, September 20-23, 1927

## Tuesday, September 20

10:00 A. M.—12 M.

Registration

General Session with League of California Municipalities

2:00 P. M.—5:00 P. M.

Business Meeting

President's Address.....MR. C. F. HUDDLESTON  
Pasadena

Secretary's Announcement.....DR. GEO. L. MELODY  
San Francisco

Election of Officers

## Wednesday, September 21

9:00 A. M.—12:00 M.

A Timely Talk by.....MR. SAM GREENE  
*Secretary of California Dairy Council*

Market Cream Grading and Adulteration.....MR. H. ERICKSON  
Santa Barbara

Some Factors in the Production of Acidophilus Milk.....MR. G. C. WATSON  
*Adohr Creamery, Los Angeles*

Evolution of Modern Dairy Machinery.....MR. C. O. HAGEN  
*Geo. W. Prising Co., San Francisco*

Ice Cream in the Orient.....MR. C. L. SMITH  
*National Ice Cream Co., San Francisco*

1:30 P. M.—5:00 P. M.

Résumé of Investigational Work of the Dairy Laboratory.....MR. C. F. HOYT  
*Bureau of Dairy Control, Sacramento*

Significance of B. Coli in Dairy Products.....DR. L. V. DIETER  
*Los Angeles City Health Department*

Activities of the Division of Animal Industry, State Department of Agriculture,  
in the Enforcement of the Pure Milk Law.....DR. J. P. IVERSON  
*State Department of Agriculture, Sacramento*

Some Observations on the Milk Control in the East.....DR. J. P. BUSHONG  
*Los Angeles County Medical Milk Commission, Los Angeles*

Contagious Abortion.....DR. K. F. MEYER  
*Hooper Foundation for Medical Research, University of California*

## Thursday, September 22

*The Association will meet at the University Farm at Davis*

9:30 A. M.—12:00 M.

Visit to the Building and Plant of Dairy Industry Division.....PROF. C. S. MUDGE  
*Leader*

Opportunities of the Milk Inspector to Promote Dairy Education.....PROF. F. L. GRIFFIN  
*University Farm, Davis*

Role of Bacteria Count Control to a City Milk Supply.....PROF. J. D. BREW  
*Cornell University, New York*

The End Results of a Controlled Milk Supply.....DR. WM. C. HASSLER  
*Health Officer, San Francisco*

Statistical Study of the Babcock Test.....PROF. D. H. NELSON  
*University Farm, Davis*

Luncheon—Terminal Cafe, Davis

PACIFIC MUNICIPALITIES

1:00 P. M.—5:00 P. M.

Results of Work in Dairy Bacteriology During the Past Year.....	PROF. C. S. MUDGE
<i>University Farm, Davis</i>	
Dairy Cattle Problems From the Viewpoint of the Inspector.....	PROF. W. M. REGAN
<i>University Farm, Davis</i>	
The Producer's View of the New State Dairy Laws.....	MR. M. KIFF
<i>Southern California Milk Producers' Association</i>	

Friday, September 23

9:00 A. M.—12:00 M.

Recording Thermometers.....	MR. GEO. L. LINSLEY, JR.
<i>Taylor Instrument Company, San Francisco</i>	
New Regulations on the Production of Ice Cream.....	MR. G. A. BROWN
<i>Crescent Creamery, Los Angeles</i>	
Functions of Milk Inspection Service.....	DR. J. J. FREY
<i>Chief, Bureau of Dairy Control, Sacramento</i>	
The Use of Cleansing Agents for Dairy Utensils.....	MR. GLENN JOHNSON
<i>Corbett &amp; Langenheim Co., San Francisco</i>	
1:30 P. M.—5:00 P. M.	

Visit to Milk Plants in Sacramento.....	DR. C. L. MEGOWAN
<i>City Health Department, Sacramento, Leader</i>	

OFFICERS, 1926-1927

C. F. HUDDLESTON.....	President
<i>Pasadena</i>	
DR. C. L. MEGOWAN.....	Vice-President
<i>Sacramento</i>	
DR. GEO. L. MELODY.....	Secretary-Treasurer
<i>San Francisco</i>	

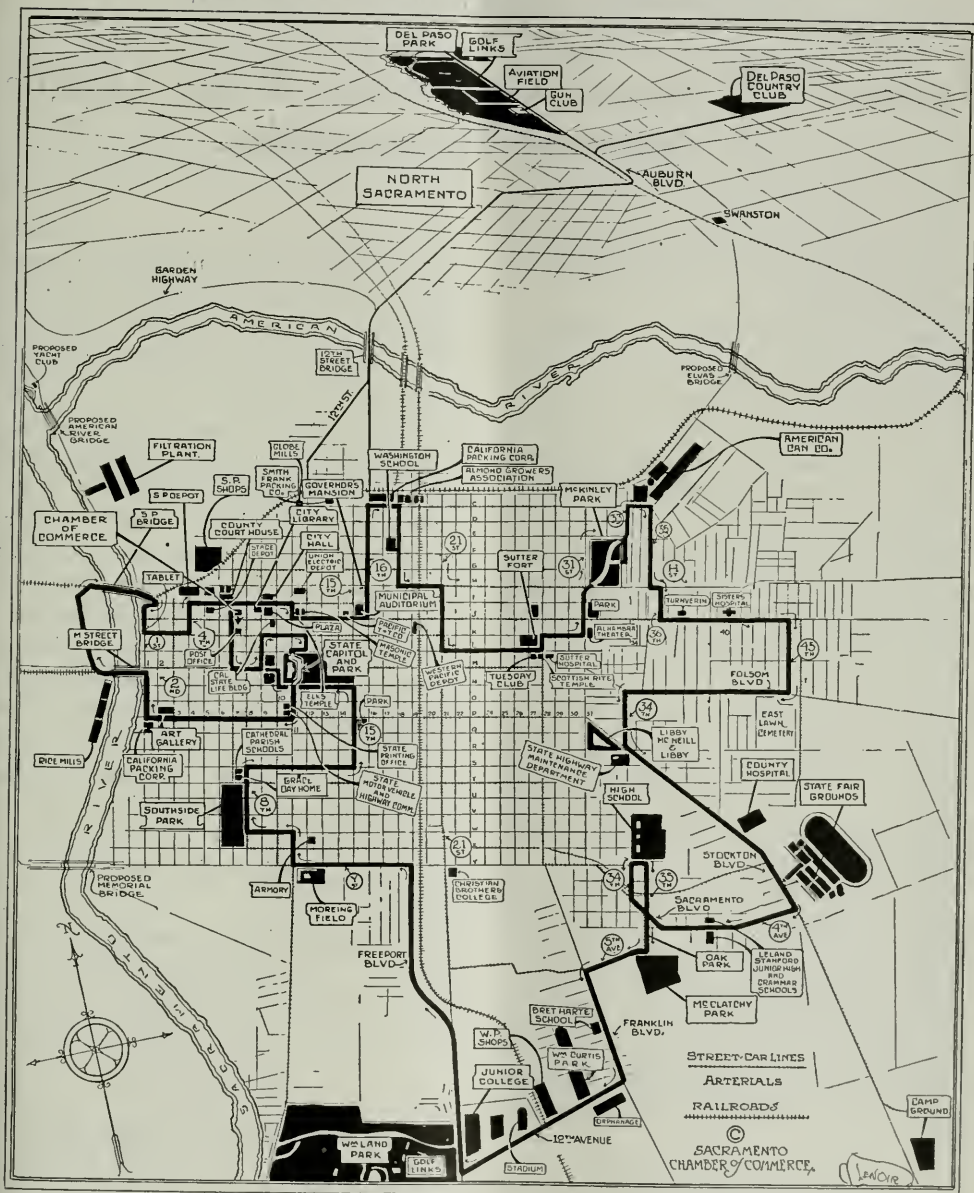
MEETING PLACES

— FOR —

DEPARTMENTAL MEETINGS

Attorneys .....	Room 5, West Corridor
City Planners .....	Room 4, " "
Clerks, Auditors and Assessors.....	Room 3, " "
Dairy Inspectors .....	Room 5, East Corridor
Engineers, Councilmen and Street Superintendents .....	Rooms 1 and 2, " "
Health Officers .....	Room 4, " "
Managers .....	Room 3, " "

# SEEING SACRAMENTO



Outlining a trip about the Capital City, starting at the Capitol buildings, which gives a comprehensive view of the points of principal interest.



## AMENDMENTS PROPOSED TO LEAGUE CONSTITUTION.

### To the 29th Annual Convention of the League of California Municipalities.

We, the undersigned, hereby propose that the Constitution of the League be amended as follows:

That the first part of Article III which relates to places of meetings be amended by substituting for the words "*in such city*" the words "*in or near such city*," so that in the future we may properly hold a convention in such place as Del Monte or Yosemite. Also,

That said Article III be further amended by adding after the words and figures "(4) Health Officers" the words and figures:

(5) City Managers,

(6) City Planners,

so as to comply with the action taken last year at Yosemite and give these sections the same standing as the other departments. Also

That said Article III be further amended by substituting for the words "*four departments*" and "*four members*," respectively, the words "*six departments*" and "*six members*," and providing for seven members on the nominating committee instead of five, in order that the two new departments may be given representation.

That Article V be amended by increasing the Executive Committee from seven to nine members and providing for six departments instead of four. Also by adding after the second paragraph of said article, the following:

"At or about the time of opening each annual convention the President shall appoint a Resolutions Committee of five members composed preferably of persons familiar with the history and work of the League. No resolution shall ever be considered or passed indorsing any person for office; nor shall any resolution be recommended by the committee for adoption where the subject matter has no relation to municipal affairs, or is not of such vital interest or concern to the future growth and welfare of our municipalities as to demand a declaration of policy or expression of opinion from the League.

Respectfully submitted,

JOHN J. SIPPY

WM. J. LOCKE

H. A. MASON

J. J. LYNCH

H. A. POSTLETHWAITE



# CONSTITUTION OF THE LEAGUE

Adopted by Unanimous Vote at Santa Rosa, Sept. 28, 1917, and  
Amended at Coronado, Sept. 13, 1923

The incorporated cities and towns of California, desiring to maintain an organization for their mutual benefit, hereby adopt this constitution for its government.

## I.

### NAME AND OBJECT.

The name of this organization shall be the League of California Municipalities. Its objects and purposes are:

(1) To provide means whereby officials and others interested in municipal government may interchange ideas and experiences;

(2) To maintain an official headquarters and information bureau for the collection and dissemination of knowledge relating to municipal affairs;

(3) To secure the enactment of beneficent legislation for municipalities, and prevent the passage of such measures as may be inimical to their interests;

(4) To prosecute or defend any interest common to its members;

(5) To promote education in municipal government; and

(6) To do any and all other things necessary or proper for the benefit of municipalities.

Each member of the legislative body, and each city clerk, attorney and engineer of the municipalities belonging to the league shall be placed on the mailing list of the official organ and receive a free copy thereof each month. Upon special request any other officials of such municipalities shall be added to the mailing list without charge.

## II.

Any incorporated municipality in the State of California may become a member of the League upon payment in advance of the annual dues as follows: For cities having a population of less than 1,000, \$15.00; between 1,000 and 3,000, \$30.00; between 3,000 and 10,000, \$40.00; between 10,000 and 30,000, \$50.00; between 30,000 and 150,000, \$60.00; for more than 150,000, \$70.00.

The population shall be based on the decennial census report of the United States, next preceding the date of taking out membership.

The incorporated cities and towns of other States and Territories may become members of the League upon the payment of dues based on one-half of the scale aforementioned.

Counties, municipal utility districts, public utility districts, and other political sub-divisions of the State may become members upon the payment of dues in the amount of twenty-five (25) dollars per year, payable in advance.

As amended Sept. 13, 1923.

## III.

### MEETINGS.

The regular annual meeting of the league shall be held in such city as shall have been selected at

the preceding meeting, and at such time as may be mutually agreed upon by the officials of such city and the Executive Committee of the league. Special meetings may be held at such times and places as may be determined by the Executive Committee.

Every official of a municipality belonging to the league shall have the right to participate in the proceedings at any meeting.

A portion of the daily sessions of the league may be conducted in departments, divided according to the particular line of work of the various officials, as follows:

(1) Engineers, Councilmen and Street Superintendents.

(2) City Attorneys.

(3) Clerks, Auditors and Assessors.

(4) Health Officers.

Any of the foregoing departments may consolidate their meetings for the consideration of matters of mutual interest. Each department will select a president and a secretary from its own members.

All business of the league such as the opening exercises, reports of cities, election of officers, and selection of the next place of meetings must be transacted before the general or entire body.

All voting in the general body, except upon questions of order, shall be by roll call of cities, and each municipality represented at a meeting shall have but one vote.

Except as otherwise herein provided, all meetings will be conducted and governed in accordance with Roberts' Rules of Order.

As soon as possible after convening, each of the four departments shall choose one of its members to serve on the nominating committee, preferably one who is familiar with the work of the League. The four members shall choose another to make a fifth member of the nominating committee. Said committee shall nominate and report the names of either one or two persons for each office to be filled; provided that before proceeding with the election the president shall invite additional nominations from the floor. The election, except where there is but one nominee for the office, shall be by secret ballot. Each municipality shall have one vote, and a plurality vote shall elect.

As amended Sept. 13, 1923.

## IV.

### OFFICERS AND THEIR DUTIES.

The officers of the League shall consist of a President, a Secretary-Treasurer and an Executive Secretary. They shall be elected at each annual meeting and hold their respective offices until the following annual meeting and until their successors are duly elected. The president will preside at all meetings of the League in assemblages of the entire body. In case of his death or other disability the executive committee shall appoint a successor for the unexpired term. This provision shall not go into full force and effect until the annual meeting

of 1924; in the meantime no second vice-president shall be nominated at the 1923 meeting and no vice-president whatever at the 1924 meeting.

#### THE SECRETARIES AND THEIR DUTIES

The Secretaries shall have general supervision and control of the organization during the interval between meetings, subject to the direction and approval of the Executive Committee.

The Secretary-Treasurer shall serve as Secretary of the general body at all meetings. As Treasurer of the league, he shall pay the ordinary monthly expenses for salaries and supplies, upon submission of a financial statement by the Executive Secretary supported by proper vouchers. He shall submit an annual report and financial statement at each annual meeting, showing the receipts and expenditures of the league since the previous meeting.

The Executive Secretary shall have charge of the headquarters of the league and attend to all correspondence. He shall be on hand at the league headquarters every day during business hours, except when unavoidably prevented. He shall deposit all moneys received from municipalities on account of the league, in some bank approved by the Executive Committee, in the name of the league.

Prior to each annual Convention the Executive Secretary shall send out to the city officials a questionnaire ballot containing the titles of subjects for the program and requesting the officials to mark thereon their first, second and third choices and return them to League headquarters. So far as practicable, the program shall be prepared according to the returns thus received.

The Executive Secretary shall present an annual report on the progress of the League and suggestions for its improvement. He shall also submit a budget showing the financial necessities for the coming year.

In case any question of policy shall arise which the Secretaries are unable or unwilling to determine, the same shall be referred to the other members of the Executive Committee for settlement, accompanied by proper explanations.

The Secretary-Treasurer, Executive Secretary, and employees of the league shall receive such compensation as the Executive Committee may determine; provided, however, the officers directly interested shall have no vote in such case.

In the event that a vacancy should occur in the office of either Secretary during the interval be-

tween meetings, the remaining Secretary may appoint a successor *pro tem.*, subject to the approval of the Executive Committee. No item of expense exceeding \$200.00 shall be incurred without the consent of the Executive Committee first obtained.

As amended Sept. 13, 1923.

#### V.

#### COMMITTEES AND THEIR DUTIES.

There shall be an Executive Committee of seven members, comprised of the President, Secretaries and president of each of the four departments hereinbefore mentioned.

The Executive Committee shall have general control and supervision over the league and be empowered to determine all questions of policy which may arise during the interval between meetings. All matters which, in the opinion of the Secretaries, call for extraordinary action shall be submitted to the members of the Executive Committee for consideration, accompanied by proper explanations and recommendations. The President may appoint such other committees from time to time as may be deemed necessary.

Standing committees of five members shall also be appointed by each department. The principal duty of said committees shall be to assist in preparing the program for the annual meetings.

All property of the league, such as desks, books, stationery and other office supplies, and all souvenirs or testimonials presented to the organization shall be kept on deposit in the headquarters of the league.

#### VI.

#### HONORARY MEMBERS.

Every person who has served as an officer of the league shall become an honorary member thereof upon his retirement as an officer of a municipality. Other persons may also be elected honorary members by a majority vote of the general body. Honorary members may participate in the proceedings, but will not be entitled to vote.

#### VII.

#### AMENDMENTS.

This constitution may be amended by a two-thirds vote at any annual meeting, providing the proposed amendment is submitted in writing on the first day of an annual session, accompanied by the endorsement of not less than five city officials.





# THE CONVENTION SPEAKERS — WHO THEY ARE

## GOVERNOR C. C. YOUNG

Governor C. C. Young was born fifty-seven years ago of old New England stock dating back to the American Revolution. Educated in the elementary schools of Butte County, in the high schools of Santa Rosa and San Jose, and graduated from the University of California class of 1892.

Head of English Department, Lowell High School, San Francisco nearly fourteen years (1892-1906); joint author of text book on English now in general use in high schools.

Married in 1902 to Lyla J. Vincent, ex-Stanford 1903, and has two daughters, Barbara, age sixteen and Lucy, age twelve.



**HON. C. C. YOUNG**  
Governor of the State of California

In 1906 resigned from school position to engage in business in Berkeley and San Francisco. Vice president of Mason-McDuffie Co., real estate development, and vice president of Berkeley Guarantee Building and Loan Association.

Elected assemblyman from Berkeley 1908 and re-elected in 1910, 1912, 1914, 1916.

Made Speaker of the Assembly for sessions 1913, 1915, 1917. The only Speaker in the history of the state to serve as long as six years.

Delegate to the Republican National Convention 1912, and Presidential Elector in 1920, be-

coming chairman of the California group that cast the state's votes for Harding and Coolidge.

Elected lieutenant-governor 1918 and re-elected in 1922 by the largest vote ever polled in California for that office. Was the only lieutenant-governor to have served as long as eight years.

## HIS POLICIES

Elected governor in 1926, on a platform advocating, among other things, the Boulder Canyon and all-American canal project with the state government giving its active support to this cause in Washington; Metropolitan Water District Act defeated by the former administration in 1924; Forest Conservation and Adequate Fire Protection to preserve timber areas and watersheds; completion of state highway system through some adequate plan of financing new road construction.

Investigation of the state tax system and modification so that the tax burden will be more equitably distributed and farmers be relieved of the present tax overload.

Simplification of the present governmental machinery to permit genuine reduction of state expenditures to lowest possible limits and yet provide adequate support for all humanitarian and business agencies.

## HIS RECORD

Governor Young was author of the present direct primary law; helped in shaping and enacting initiative, referendum and recall, woman suffrage, the Eshleman railroad commission act, corporation commissioner act, civil service act, uniform weight and measure law, workmen's compensation act and women's minimum wage bill, and all of the other great constructive measures that have made California the most progressive state in the Union.

## JOHN J. SIPPY

President of the League of California Municipalities

John J. Sippy, born at Venice, Madison County, Illinois. At age of six removed to Missouri, thence to Kansas. Preliminary education in Kansas schools. Graduated in medicine at St. Louis, 1899. In general practice of medicine for fourteen years. Part-time county health officer Sumner County, Kansas, 1908-1913. Epidemiologist in charge of communicable diseases and sanitation for Kansas State Department of Health, 1913-1919. Secretary Kansas State Association of Health Officers, 1909-1919. Member of Advisory Commission of Kansas State Tuberculosis Sanitarium, 1913-1915. Executive Secretary Kansas Tuberculosis Association, 1916-1919. Epidemiologist and director communicable disease division of Montana State Department of Health, 1919-1922, and director of child welfare division of

same department, 1922-1923. Secretary Montana Public Health Association, 1920-1923. District Health Officer of San Joaquin Local Health District (Stockton, California) 1923, and holding that position at present.



**JOHN J. SIPPY**

President of the League of California Municipalities

### PAUL BAILEY

Paul Bailey, recently appointed Engineer of the Orange County Flood Control District, is a graduate of the College of Engineering of the University of California. Stanford University has also conferred upon him the degree of Civil Engineer in recognition of his work since graduation from the University of California. Shortly after graduation from the University of California, he was assigned as Assistant Engineer on filtration experiments preliminary to the designing of a filtration plant at Oakland.

In 1908 and 1909 he was engaged as Field Engineer with the office of Irrigation Investigations of the United States Department of Agriculture.

From 1910 to 1914 he was in charge of surveys, and directed Reclamation Projects in the Sacramento Valley, totaling 50,000 acres. This work was handled for a large firm of Consulting Engineers with offices in San Francisco, and during the greater portion of his assignment he was Assistant in Charge, of their office, directing municipal and harbor projects.

In 1915 and 1916 he was Engineer for the Whitehall Estates Incorporated, employed in developing an eighteen thousand acre project in the San Joaquin Valley.

From 1916 to 1920 he was Engineer for the State Water Commission, conducting special investigations, such as adjusting claims on the Nile's Cone in Alameda County, and in distributing the waters of the Sacramento River during the stringent shortage in 1920.

In 1921 he was appointed Deputy State Engineer, which position he occupied until 1926, when he was appointed State Engineer and Director of Public Works. When appointed Deputy State Engineer in 1921 he developed the plan for making the investigation of the water resources of California, and has been in constant charge in directing and carrying this investigation to a successful completion.

In 1926 when appointed Director of Public Works, in addition to the duties of State Engineer and directing the Water Resources Investigation, he took active charge in administering the affairs of the other Divisions of the Department of Public Works.



**PAUL BAILEY**

### R. M. MORTON

Temporary Chief of Division of Highways  
and State Highway Engineer

R. M. Morton, born in Pennsylvania, 1885. Graduate of Washington and Jefferson College, Washington, Pennsylvania, class of 1906, with degree of Bachelor of Science.

In the employ of the Bureau of Public Roads 1906-08, and by them assigned to special work of highway investigation and cooperation with San Joaquin County, California.

Chief Engineer, San Joaquin County Highway Commission, 1908-13.

Private engineering practice, Stockton, California, 1912-15.

Chief Engineer, Sacramento County Highway Commission, 1916-1919.





**R. M. MORTON**  
State Highway Engineer

Chief Engineer, San Diego County Highway Commission, 1919-22.

State Highway Engineer, California, 1923 to date.

Has consulted on various County and municipal highway projects throughout California, specializing almost entirely in highway engineering.



**RALPH L. CRISWELL**

Ralph L. Criswell, former President of the Los Angeles City Council, served for ten years as a member of that body, during all of which time he was Chairman of the Water and Power

Committee. He has for many years taken an active part in advocating the extension of the municipally owned water and power projects of his city, and was one of the three men who visited Washington, D. C. several years ago for the purpose of investigating the feasibility of bringing water from the Colorado River to Los Angeles and other Coastal Plain cities.

As a result of that investigation Los Angeles joined the Imperial Valley in supporting the project for a high dam at or near Boulder Canyon, which dam will serve the three-fold purpose of providing flood protection for the Imperial Valley, conservation of the flood waters which now go to waste and the generation of sufficient hydro-electric energy to amortize the cost of the project in less than thirty years. Since 1918 Mr. Criswell has visited Washington from one to four times each year in advocacy of this project.

He is a Mason, an Odd Fellow, and an Elk, as well as a member of other organizations, including Los Angeles Typographical Union, of which he was President for five years.

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**ROBERT L. SHINN**

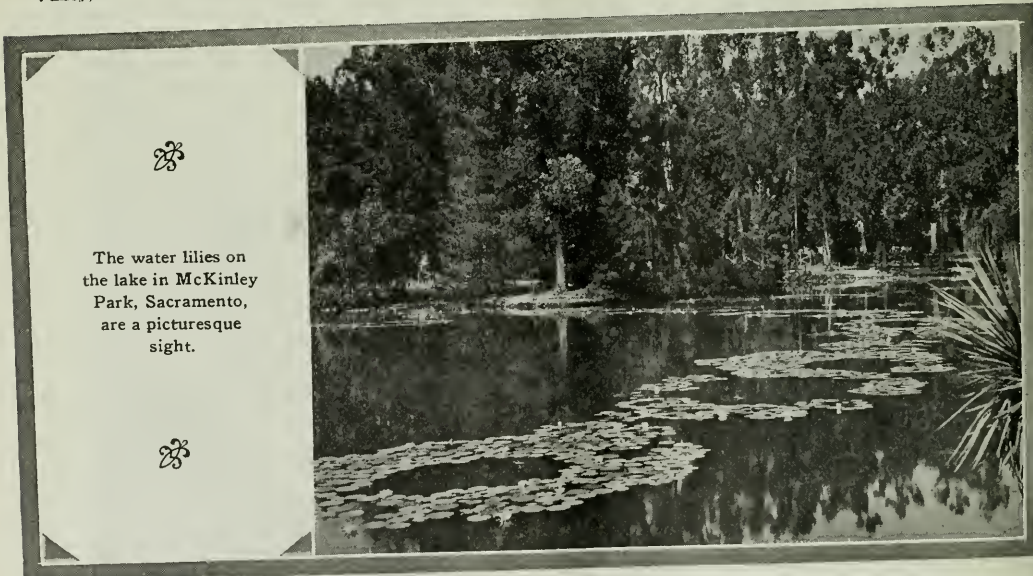
Robert L. Shinn, born near Baker City, Oregon, December 15, 1865; came to California with parents at the age of five years; settled on a stock ranch in Lassen County, California; reared on this stock ranch and educated by his mother who had been a teacher in Indiana before her marriage; removed to Susanville, County Seat of Lassen County, in 1890, and was admitted to practice in the Superior Court of Lassen County in 1892, and to the Supreme Court of California in 1894; located in Sacramento, California, in 1903; appointed to office of City Attorney of Sacramento on September 1, 1920, and still holds the job.





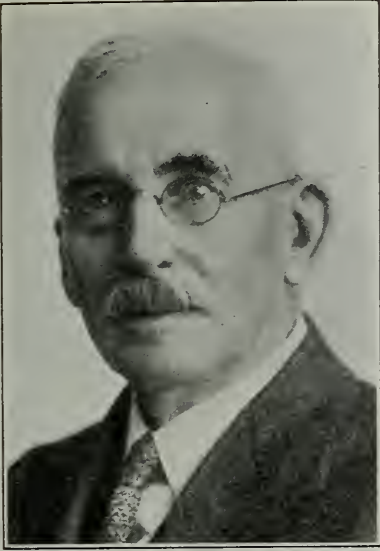


(1)—Emerald Bay, Lake Tahoe, ninety miles from Sacramento. (2)—Marshall's Monument at Coloma, California, where gold was first discovered in California. (3)—Majestic Mount Shasta at the head of Sacramento Valley, California. (4)—Mount Lassen, Shasta County, California, only active volcano in the United States.



The water lilies on the lake in McKinley Park, Sacramento, are a picturesque sight.

Water lilies on the lake at McKinley Park. Sacramento is noted for the number and beauty of its parks, having a total of 1,194 acres in city park area. This is exclusive of the State-owned Capitol and Sutter Fort parks. The city maintains two municipal golf courses. Golf lovers in addition have the recognized championship 18-hole course of the Del Paso Country Club.



HAVEN A. MASON

Haven A. Mason, Secretary-Treasurer of the League, was born in Wisconsin where he spent his boyhood days. He came to California in his early youth and has been a resident of this state for over half a century. On coming to the Pacific Coast he first engaged in journalism and newspaper work, following which he took up the practice of law, and has been engaged in legal work ever since.

In 1898 Mr. Mason conceived the idea of organizing a league of municipalities and the organization was formed at his suggestion. The first meeting was held in San Francisco, representing thirteen cities and attended by thirty-nine delegates. Mr. Mason was elected secretary of the organization and has served as secretary and secretary-treasurer ever since.

RUTH E. MEILANDT

City Clerk of Ventura, California

Miss Ruth E. Meilandt, the youngest City Clerk in the United States as far as we can discover, certainly the youngest woman in that office, was born in Santa Cruz in 1905. Her mother was Miss Eva May Cook, of pure American stock, and her father is Thomas Hansen Meilandt, of Danish descent.

Miss Meilandt had her schooling in Ventura. She was valedictorian of her class in grammar school and had planned to go to college on finishing high school but was prevented by illness in her family, so she went into her father's office instead. He was at that time City Clerk, Recorder and Assessor, in a town whose government made for four thousand had to fit seventeen thousand. His daughter was made his Deputy when she became twenty-one years of age.

By 1927, Ventura had so grown that Mr. Meilandt's office was made into three offices. Mr. Meilandt was elected Judge of the Recorder's Court, and Miss Meilandt, City Clerk.

Miss Meilandt has golden hair, blue eyes, a delicate fair skin, and a sturdy walk. Young and girlish for the position she holds, Miss Meilandt is yet dignified, and what is more, kindly and considerate to the constant stream of people who come to her windows in the narrow hallway of the City Hall.

Outside the office, she is pianist for four service clubs, an ardent worker in Community Service, and she attends the Presbyterian Church where she sings in the choir.



RUTH E. MEILANDT

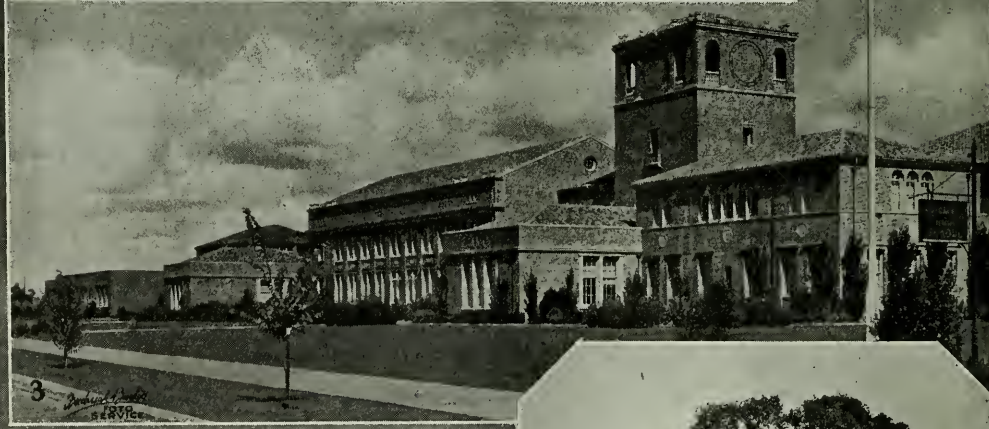
FRED E. REED

Fred E. Reed was born in Fresno, graduated from the University of California in 1903, settled in Oakland and has been a resident of the East Bay Cities for the past forty-three years, and has been engaged in the real estate business for the past twenty-two years. Was elected president of the California Real Estate Association in 1920 and served in that capacity for two years, after which he was elected first vice president of the National Association of Real Estate Boards and now holds that office.

Mr. Reed has taken a very lively interest in city planning and at the present time is chairman of the city planning committee of the National Association of Real Estate Boards. He is also chairman of the city planning committee of the California Real Estate Association and a like committee of the Oakland Real Estate Board. He is also president of the East Bay Regional Plan Association.

Mr. Reed served as chairman of the City Planning Conference held jointly by the California Real Estate Association and League of California Municipalities in Oakland, March 4, 5, 6, 1927.





(1) Junior College, Sacramento, California, where the young men and women from sunny Valley farms and other agricultural communities receive their higher education. (2) Stanford Grammar School. (3) Sacramento High School. (4) Del Paso Country Club, about 7 miles from Sacramento.



**GORDON WHITNALL**

Gordon Whitnall, born in Milwaukee, Wisconsin, May 31, 1888. Attended University of Wisconsin, specializing there in political economy and other subjects related to present work in city planning. Came to Los Angeles June, 1910. Associated with civic work at that time. Co-organizer in 1913 of the City Planning Association. Entered Los Angeles City Service in 1916 in Treasury Department. Transferred in 1919 to Efficiency Department. Member of and Secretary of Annexation Commission, City of Los Angeles, while connected with Efficiency Department. Assumed secretaryship of Board of City Planning Commissioners upon organization of that department in 1920. Upon re-organization of the department under new charter, assumed title of Director of City Planning in Los Angeles. Supervised the zoning of Los Angeles and other activities of official city planning work. Co-organizer of the Regional Planning Conference in Los Angeles County. Member of American City Planning Institute; National Conference on City Planning; lecturer on city planning, University of Southern California. Associated also in private city planning practice with Rollin L. McNitt and Dr. Carol Aronovici.

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**FRANK D. STRINGHAM**

Mayor Frank D. Stringham of Berkeley was born in Topeka, Kansas in 1872. He came to California in 1886 and attended Berkeley High School for one year. He returned to California again in 1891 and entered the University of California from which he graduated in 1895. After that he studied law in San Francisco and was admitted to the bar in 1897, and was appointed Chief Clerk in the office of the City and County Attorney in 1898. In 1905 he married Juliet White Garber, daughter of Judge John

Garber and immediately moved to Berkeley where he has ever since been a resident. He was appointed City Attorney of Berkeley in 1909 and served two years under Mayor Hodgehead's administration. He was again appointed City Attorney in 1915 and served three years during the administration of Mayor Samuel C. Irving. He resigned in 1918 to become Chief of the Enforcement Division of the U. S. Food Administration for California. He also served three years as president of the City Planning Commission of Berkeley.

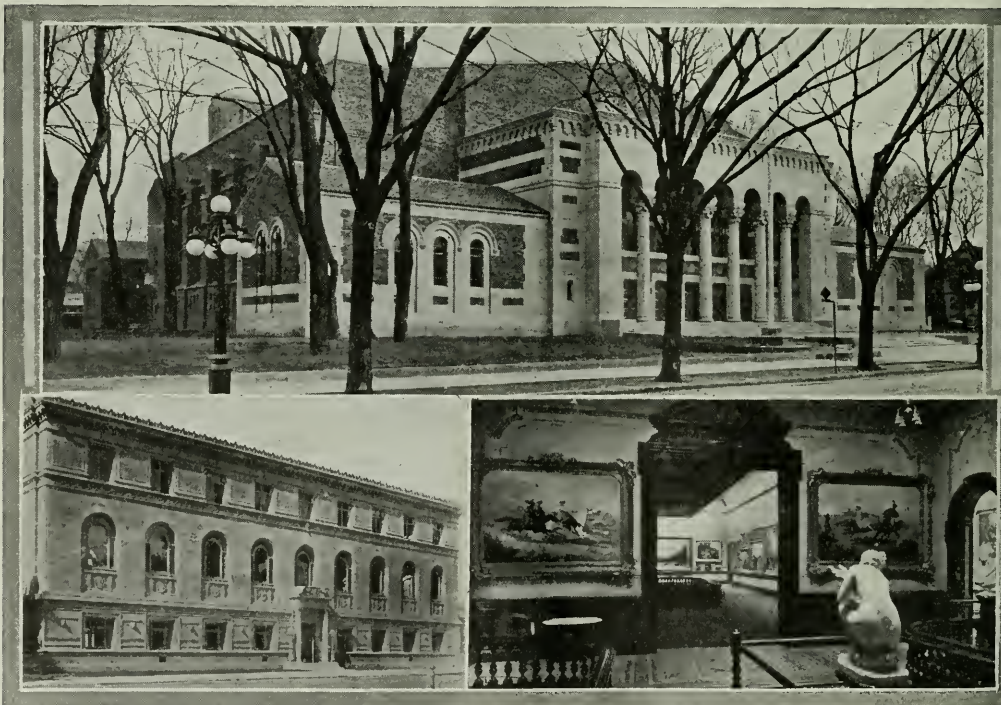
Mr. Stringham was manager of the campaign to secure amendments to the charter which would establish the city manager form of government in Berkeley, which amendments were approved at an election held on January 20, 1923. Mr. Stringham was selected as candidate of the Municipal League for Mayor and was elected at an election held on May 1, 1923. He has for many years taken an active interest in municipal affairs, having written articles on various subjects for "Pacific Municipalities," "The Architect and Engineer," "Transactions of the Commonwealth Club," and other local publications. He has made many public addresses on political and municipal subjects in various cities in California and elsewhere. He has made a particular study of zoning and city planning and was for several years a member of the American Institute of City Planning and is now a member of the American Academy of Political and Social Science. He has been retained as counsel in many cases involving questions of municipal law, notably in the Stockton Street Tunnel Case, the cases involving zoning, building restrictions, false imprisonment, annexation, etc.

Mayor of Berkeley and member of the Board of Education July 1, 1923 to July 1, 1927. President of Berkeley City Planning Commission July, 1927 to ———.

**FRANK D. STRINGHAM**



Historic Sutter Fort, started in 1839 and completed in 1842. This fort marked the beginning of Sacramento and the development of interior California. It was the destination in pioneer days of the overland wagon trains and the pony express, and the center of the great gold rush of 1849 and 1850. In the latter year 42,000 miners and their followers passed its hospitable portals. It has been rebuilt by the Native Sons and the State to its original form, the central building being almost entirely the original adobe built by Capt. Sutter. It is now a State museum, housing a priceless collection of relics of the pioneer and gold rush days.



(Top) Recently completed Municipal Auditorium, Sacramento, California. (Lower Left) City Library, Sacramento. (Lower Right) Crocker Art Gallery, Sacramento, which houses a noteworthy collection of old masters.





**A. J. VAN WIE**  
City Clerk of the City of Glendale

**A. J. Van Wie**, a native of Iowa. Moved to California in 1911. Located in Glendale in 1913 where he was engaged in newspaper work, becoming active in Los Angeles County Press Association and Southern California Editorial Association affairs; and interested in Glendale and Tropic civic upbuilding. Was appointed City Clerk of Tropic in 1917. In 1918 Tropic annexed to Glendale and Mr. Van Wie became a part of Glendale's official family in the capacity of efficiency clerk, installing filing and record systems in Police, Building and Street departments. In 1920 he was appointed Chief Clerk, Public Works Department and for a short time served in additional capacity as Building Superintendent. In October, 1921 Mr. Van Wie was appointed City Clerk to serve unexpired term. In April, 1925 he was elected by biggest majority accorded any candidate on ballot to the office of City Clerk for another four years. After taking over the duties of the City Clerk's office a simplified unit filing system was installed which has been extensively copied throughout California. Mr. Van Wie as City Clerk has won the confidence and appreciation of every one who has had occasion to seek information through his expert knowledge of municipal affairs and the high degree of efficiency maintained in the office.

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**PHILIP SCHUYLER**  
Managing Editor of  
Western Construction News

**Philip Schuyler** has had a varied career—as civil engineer, contractor, sales-engineer, and finally editor of Western Construction News, the leading engineering-construction magazine

of the Far West. He was born in the city of Mexico in 1880 during the construction of the Mexican Central Railway, of which his father, Howard Schuyler, was chief engineer. Howard Schuyler had previously been location engineer for the Kansas Pacific Railway, the first trans-continental railroad survey to the Pacific Coast; and had also built the Denver & Rio Grande Railroad and the North Shore Railroad (now the Northwestern Pacific). His grandfather, on his mother's side, was Samuel Brannan, who came to California from Maine in 1846, and was known as "The First Forty-Niner." Philip Schuyler was a student in Cornell University from 1897 to 1898, and then spent ten years from 1899 to 1909 in the practice of engineering: with the U. S. Engineers Corps and the W. P. Hammon gold dredging interests in the Sacramento Valley, California; with his uncle, James Dix Schuyler of Los Angeles, and as city engineer of Ocean Park and Venice; as resident engineer on location and construction of the Tri-State Land Co. canal in Wyoming-Nebraska; as assistant engineer in charge of construction of the Monterrey (Mexico) water works and sewers; as assistant to Stephen Skieffer, consulting engineer, San Francisco, on irrigation, reclamation, and municipal work. Then from 1909 to 1918 as a contractor on sewers, waterworks, reclamation. From 1919 to 1925 as sales engineer for the International Filter Co., Coffin Valve Co., etc., and as promotion, sales engineer for Gladding, McBean Co., manufacturers of clay products.

He is a member of the American Society of Civil Engineers; American Society of Agricultural Engineers; American Water Works Association; Society of Engineers of San Francisco Bay Region; Engineers' Club of Oakland; and Society of California pioneers.



**PHILIP SCHUYLER**



**S. P. KOCH**

**Chief Building Inspector, City of Berkeley  
Vice President Pacific Coast Building  
Officials Conference**

**S. P. Koch**, a carpenter by trade, an architect by profession, and a building inspector by circumstance—born at Blue Hill, Nebraska, January 16, 1885, with a saw in one hand and a hammer in the other, and evidently doomed to a life devoted to some phase of building construction.

Graduated from High School at Gilroy, California in 1901 and entered the University of California. Six years later it was decided that the victim had taken enough engineering and architectural work at the University and that the time had come for him to earn his own livelihood. The result of this decision has been as follows: 1907-1913, carpenter and general foreman of building construction with father, a general contractor, Berkeley, California; 1913-1917, draftsman, structural engineer, and superintendent of construction, principally with W. H. Ratcliff, Jr., Architect, Berkeley, California; 1917-1919, draftsman and naval architect, with Sanderson & Porter Shipyards, Raymond, Washington; 1919-1922, estimator and special investigator, United States Shipping Board Emergency Fleet Corporation, Seattle, Washington and Washington, D. C.; 1922-1924, Superintendent of Construction, "Haviland Hall," University of California (John Galen Howard, Architect); 1924-(?), Chief Building Inspector, City of Berkeley.

Assets—A municipal job.

Liabilities—A wife and three children.

**JOHN J. DAILEY**

For the past three years John J. Dailey, as special counsel for the City of San Francisco, has been engaged in the prosecution of two proceedings before the Railroad Commission, seeking determinations of the just compensation to be paid by the City of San Francisco for the local distribution systems and local steam plants of the Pacific Gas and Electric Company and the Great Western Power Company of California. Every conceivable problem that could arise in the evaluation of the property of a public utility has arisen in these cases. The cost has been heavy to both companies and to the City. Because of the many millions in property values involved municipalities and utility companies throughout the country are awaiting the decisions of the Commission with keen interest.

Mr. Dailey first engaged in the practice of law in the City of Redding, which was the first city in California to acquire its electric distribution system through condemnation proceedings initiated before the California Railroad Commission. He moved to San Francisco immediately after the great fire of 1906. In 1917 he became an assistant city attorney of San Francisco and was given charge of all rate litigation matters and public utility valuation work for the City. This work involved the fixing of rates for gas, water and electricity. In the big gas and electric cases of 1921 and 1922 he also assisted in representing some forty or fifty of the more important cities and towns of central and northern California.

**JOHN J. DAILEY**

**ROLLIN L. MCNITT**

Mr. Rollin L. McNitt, who will address the League of California Municipalities upon "The Law of Set-backs," and the City Planning Section upon the subject, "Architectural Control Under the Police Power," is President of the Board of City Planning Commissioners of Los Angeles, as well as President of the Association of City Planners of Los Angeles County.

Mr. McNitt is also Dean of Southwestern University Law School and Professor of Constitutional Law at that institution. He was formerly City Attorney of the City of Eagle Rock, prior to its annexation to the City of Los Angeles. His papers upon "The Law of Zoning," delivered at the Yosemite meeting of the League, in August, 1926, and at the Oakland Conference on City Planning in March, 1927, have obtained wide publicity, and he is recognized as an authority upon the law of City Planning.

With Carol Aronovici and Gordon Whitnall as associates, Mr. McNitt is rendering expert services to various cities in Southern California in connection with city planning problems.

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#### **JOHN H. MILLER**

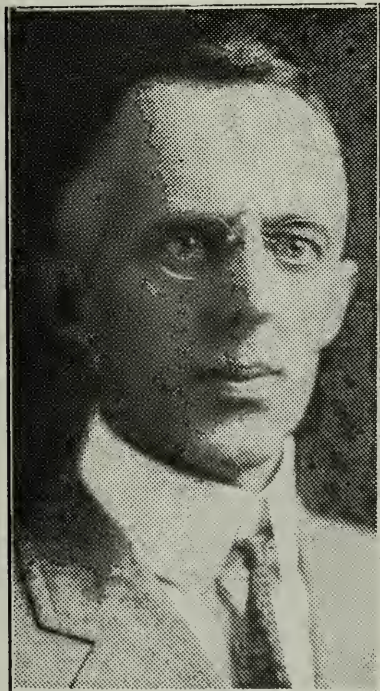
City Councilman John H. Miller of Sacramento, chairman of the local committee of arrangements of the 1927 convention of the California League of Municipalities, has been active in public and semi-public affairs in Sacramento for the past twenty years. Starting his active business life as a newspaper man and serving over a period of seven years in various editorial capacities on the Sacramento Bee, he entered the printing business in 1910, becoming associated with the News Publishing Company, the largest printing establishment in interior California, in which he subsequently became one of the leading stockholders and of which he is now president.

Miller has taken an active part in Sacramento's remarkable growth and development during the past decade. He has served several terms as a director of the Sacramento Chamber of Commerce and is at present treasurer of that organization. As chairman of the publicity committee of the Chamber, he directed the campaigns that had much to do with Sacramento's progress, such as that for the adoption of the city manager form of government, the successful passage of bonds for the city's excellent filtration plant, campaign for new schools totaling several million dollars and numerous other municipal improvements.

Miller is also active in outdoor sports. At present he is chairman of the baseball and the golf committees of the Chamber of Commerce, which foster those popular recreations. He is also secretary of the Del Paso Country Club, an ardent but not a low handicap golfer, and has served for several years on the tournament committee of the club, for three years being chairman.

Miller is a native of the city for which he is laboring. He received his education in the local schools, entering the University of California in 1902 as a member of the class of '06, but completing only one year, finding active newspaper work too alluring. Miller is forty-seven years of age, is married and is the father of two daughters who are active in affairs at the local high school.

Miller is now serving his second term as a member of the city council. He has served on the City Board of Equalization for four years and is a member of the City Planning Board.

**JOHN H. MILLER**





F. DOHRMANN, JR.

**F. Dohrmann, Jr.**, born in San Francisco; educated San Francisco High School; St. Ignatius College. Studied architecture in Europe for three years. Lieutenant U. S. Army, Spanish-American War. Active service in Philippines. Vice chairman Commission on purchasing of army supplies World War. Six years member of San Francisco Board of Education, serving three years as President. Director San Francisco Chamber of Commerce for five years. Served continuously as Committeeman and Chairman of Committee, Community Chest of San Francisco from inception to date.

Organized as President The Regional Plan Association of San Francisco; President and organizer of Community Placement Bureau; Instituted—and is President of—the California Management Association; Director of Recreation Council; Director San Francisco Remedial Loan Association; President Washington Properties Company; Vice President Dohrmann Commercial Company; Vice President Pacific Housewares Company; Vice President Nathan Dohrmann Company; Vice President Parmelee-Dohrmann Company; Vice President Trinkler-Dohrmann Company; Vice President Yost-Dohrmann Company; Vice President Dohrmann Hotel Supply Company; Director The Emporium; Director A. B. C. Dohrmann Company.

## JAMES G. STAFFORD

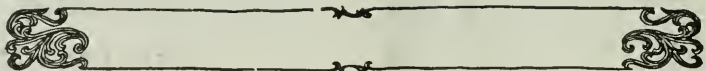
**James G. Stafford**, Managing Director of James G. Stafford and Associates, Inc., a California corporation composed of realty appraisal experts specializing in the equalization of assessed values, has directed revaluations of taxable property in more than fifty California cities, towns, and counties. Stafford and his staff are at present conducting equalization appraisals for the City and County of San Francisco, and for the County of Alameda. The magnitude of these two equalization projects is indicated by the fact that the total expenditure involved will be close to \$500,000.

Stafford was born in Chicago in 1886 and came to California in 1899. After finishing his schooling he joined the editorial staff of the Los Angeles Evening News in 1905. He became real estate and financial editor of the Los Angeles Times in 1907. From 1909 to 1910 he was with the Western Newspaper Union Service, with the Los Angeles Chamber of Commerce and the California State Realty Federation, as executive secretary of the latter, covered the time from 1911 to 1913, when he launched into scientific appraisal work.

After service with a Philadelphia appraisal organization, during which he was engaged



JAMES G. STAFFORD





upon revaluations in the principal cities of Arizona in 1913 and 1914, Stafford severed that connection and, in 1915, was engaged to direct a revaluation of the taxable land and buildings in Los Angeles, city and county, embracing more than thirty cities and towns. Subsequent appraisals by Stafford, applying the Modern Analytic Method of Realty Valuation, are as follows:

Stockton (1917), Santa Barbara (1918), Benicia (1919), Redding (1919), Marysville (1920), San Mateo (1923), Manteca (1923), San Leandro (1924), Sausalito (1924), Vallejo (1925), Marysville (1925, second time), Piedmont (1926), San Francisco (1926-1927), Redwood City (1927), Alameda County (1927-1928).



MILTON BRYAN

Milton Bryan is a native of Florida, a member of two very prominent old families of that state—the Bryans and Stewarts—and was educated in private schools, the Jasper Academy, West Florida Seminary and Emory University. He is married and has two sons. After serving four years as Judge of the County Court of Volusia County, Florida, he moved to Oklahoma, where he served six years as a member of the legislature, and was the author of the laws relating to primary elections, food, drugs, and dairies, city charters, drainage, state and municipal bonds procedure, restoration of lost records and instruments, and other important laws of Oklahoma.

Coming to Los Angeles in 1914 to edit a law magazine and assist in writing a "Standard Encyclopedia of Procedure," he was thus engaged until March, 1918, when he was appointed Assistant United States Attorney, and engaged in "war work" until the armistice, and thereafter had charge of all civil business of the office until June, 1921, when he resigned to accept the position of Deputy City Attorney of Los Angeles, in charge of public utilities matters, which he still holds.

A. G. MOTT  
Chief Engineer of the California  
Railroad Commission

A. G. Mott, born in Minnesota in 1888. Resident of California since 1898. Graduate of Stanford University in 1908. Pursued graduate study at that University for an additional year,

leading to the degree of Electrical Engineer in May, 1909.

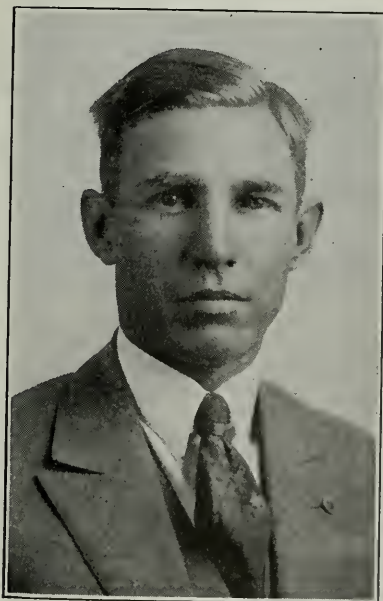
In the early years of professional work engaged in ship building, drafting and street railway, electrical, mechanical and accounting work.

For eleven years employed by the Southern Pacific Company, during which time was engaged in practically all of the various sub-departments relating to railroad operation and engineering.

Has been connected with the Railroad Commission of the State of California since 1921, initially employed as an assistant engineer in the Transportation Division and assigned very largely to handling of grade crossing matters.

In 1923 was made Transportation Engineer in charge of transportation engineering matters for the Commission, in which capacity had responsible charge of all grade crossings and grade crossing elimination studies before the Commission.

In December, 1926, was appointed Chief Engineer of the California Railroad Commission.



J. Le ROY JOHNSON

J. Le Roy Johnson, graduate of University of Wisconsin with A. B. degree, and University of California with J. D. degree. Admitted to Bar in 1915. Secretary to Justice Sloss of the Supreme Court about two years. Entered U. S. Army in May, 1918, and served as a pilot in the U. S. Air Service in the St. Mihiel and Argonne offensives. Came to Stockton in 1919 and has practiced law here ever since. Became City Attorney upon the adoption of the City Manager form of government in 1923.

**W. B. HOGAN**

Born in San Joaquin County near Lodi, December 24, 1883. Graduated from grammar school 1899, Stockton High School 1903, Engineering and Surveying 1904 University of California 1905-06. Graduated in Civil Engineering Ohio Northern University 1908. On Railroad location and construction near Aberdeen, Washington in 1909. Assistant Engineer San Joaquin County Highway Commission 1910-1911. Assistant Engineer Highway Maintenance Department San Joaquin County 1912-1920. City Engineer City of Stockton 1920 to date.

Representative of City of Stockton, as follows: Secretary San Joaquin Local Health District. Second Vice President Municipal Traffic League of California. Director in Flood Control Association of the Sacramento and San Joaquin Rivers System. Member Executive Committee League of California Municipalities and Chairman of the Department of Engineers, Councilmen and Street Superintendents.

Fraternal and Other Affiliations: 32nd Degree Scottish Rite Mason, Stockton Consistory, Stockton Lodge No. 218 Elks, Stockton Rotary Club, Stockton Chapter American Association of Engineers.

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**SOL P. ELIAS**

Mayor Sol P. Elias, thrice elected mayor of Modesto, is a San Franciscan by birth. He has been a resident of Modesto for forty-eight years. A graduate of the Modesto schools, he matriculated at Stanford University in 1895 and graduated in 1899 with the degree of Bachelor of Arts; was admitted to practice law in the courts of California and practiced law for six years in San Francisco. Returning to Modesto in 1905, upon the death of his father, he assumed the management of the mercantile firm of which his

father was a member. In 1910 he led the campaign for Modesto's commission government charter, was elected president of the Board of Freeholders and wrote the charter—the first in the United States to make provision for municipal aviation landings. In 1922 he was appointed Mayor of Modesto upon the recall of the previous incumbent in the office, was elected to fill the unexpired term and was thereafter in 1923 elected for the full term of four years and in 1927 was again elected for another term. Mayor Elias is an authority on the history of Stanislaus County and has written the "Stories of Stanislaus"—telling the romance of the county. He has also written other works. During Mayor Elias' regime, Modesto has made signal civic progress. Mayor Elias is a member of the Stanislaus Bar Association, a Mason, an Elk and a member of the Native Sons of the Golden West, and the Modesto Chamber of Commerce. He is a student of municipal government and an active member of the community. He is the author of Modesto's billboard ordinance.

**SOL P. ELIAS**


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**WILLIS TAYLOR KNOWLTON**  
 Los Angeles, California.

Willis Taylor Knowlton was born in Malden, Mass., in 1871, graduated from the public schools of that city, and in 1893 with a degree of Bachelor of Science from the Civil Engineering Course of the Massachusetts Institute of Technology. From 1893 to 1897 employed as Draftsman and Assistant Engineer for the Massachusetts Cities of Malden, Medford and Everett on sewerage design and construction. From 1897 to 1898 Assistant Engineer for E. P. Adams of Boston, Mass., on landscape and general engineering, sur-



veys and construction work. In the spring of 1899 employed by the Hawaiian Government on the design and construction of the Honolulu sewerage and drainage systems as an Assistant Engineer for Mr. Rudolph Hering of New York City, Consulting Engineer for this work.

After two and one-half years residence in Hawaii, returned to the United States and assisted Mr. Hering in various sanitary and hydraulic work in New York and Pennsylvania between 1901 and 1903. From 1903 to 1904 Assistant Engineer for Albert L. Webster of New York City in charge of sewerage construction in New Jersey and Virginia. In the summer of 1904 Assistant Engineer for Riggs & Sherman of Toledo, Ohio, in charge of sewer design in Ohio and Michigan. Employed as Engineer of Sewers for the City of Los Angeles from 1905 to 1924, having in charge the design and plans for sewers and sewage disposal. Since 1924 Engineer of Metropolitan Sewer Division in office of City Engineer and employed in advisory capacity concerning the disposal of sewage and industrial waste in the City of Los Angeles with title of Sanitary Engineer.



**NORMAN E. MALCOLM**

Norman E. Malcolm is a native son of California. At the age of eighteen, he commenced teaching in the public schools of this state, where he taught for ten years and holds a life diploma. Afterwards, he was principal of schools in the Hawaiian Islands for four years. On returning from the Islands, he entered the Law Department of Leland Stanford Jr. University, where he received his legal education. He was admitted to the Bar by the Supreme

Court in 1896. He was a member of the Ninety-seventh Legislature of the State of California. Thereafter, for several years, he was U. S. Commissioner and Probate Judge in Alaska. On returning from Alaska, he opened law offices in the City of Palo Alto, where he has since practiced. For the past twenty-five years he has been City Attorney continuously for the City of Palo Alto.

In 1925, he was President of the League of California Municipalities.

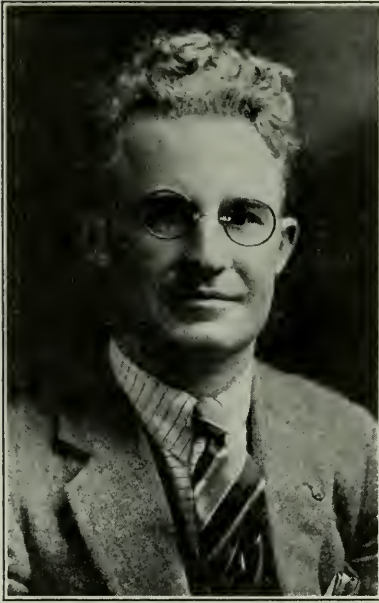
For a number of years past, Mr. Malcolm has specialized in and given much attention to municipal law.



**JAMES H. MITCHELL**

James H. Mitchell, born December 10, 1895, Skyland, Santa Cruz County, California; attended Law School of University of Southern California 1915 to 1917, 1919 to 1920; served in U. S. Navy 1917 to 1919; graduated as Ensign U. S. Navy from U. S. Naval Academy, Annapolis, Maryland, June, 1918; admitted to practice law in California, September, 1920; appointed City Attorney of Burbank, California, December 15, 1925; member of Laws and Arbitration Committee of Los Angeles Chamber of Commerce and of Arbitration Subcommittee which aided in the passage of the Arbitration Act of 1927; President of Arbitration Association of the State of California; Chairman of Arbitration Section and Director of Construction Industries Council of Southern California; member of Native Sons of Golden West; B. P. O. E. No. 1497; Mason, Burbank Lodge No. 405; Kiwanis Club; Phi Alpha Delta; American Legion, Burbank Post; engaged in general practice of law with offices at 346 Title Insurance Bldg., Los Angeles, California, and City Hall, Burbank, California.



**JOHN J. LYNCH**

John J. Lynch is President of the Department of Clerks, Auditors and Assessors, having been selected in Yosemite Valley last year.

Born in Battle Mountain, Nevada, he spent his school days in Nevada, Utah, Arizona and California, choosing San Jose as his home in 1905.

For seven years he labored at securing an understanding of the jewelry business and then enlisted in the Army soon after the United States became a participant in the World War. Returning after twenty-seven months of service, one year of which was in France, he was appointed City Clerk of the City of San Jose and ex-officio Secretary and Chief Examiner of the Civil Service Commission, Secretary of the Board of Engineer (steam) Examiners, and Clerk of the Police Court.

The bulk of his educational endeavor was in commercial subjects, which, with his business training and experience acquired at various army headquarters in the period when training camps were being established and a huge military machine assembled, has made it possible for him to perform his varied duties to the satisfaction of the City Council by whom he was appointed.

---

#### **GEORGE H. WOOD**

George H. Wood is a graduate of Hull Municipal Technical College, and after studying law for two years, accepted an appointment as Secretary to Sir Alfred Gelder, architect and Mayor of the City of Hull. For two years he was Assistant Manager and Bookkeeper at Harrison Hot Springs Hotel, B. C. Later he was office manager for a large firm of wholesale grocers.

When Mr. Wood came to California on a vacation, the charms of the state captivated him and he became a permanent resident and citizen.

He received an appointment in the City Auditor and Assessor's Office of Pasadena in January, 1914. Soon after, he was appointed Deputy City Auditor, and in 1918, upon the reorganization of the financial and accounting departments, was appointed Deputy City Controller. Later, he was appointed to the position of City Controller, in charge of the auditing, assessing, tax collecting and supervision of accounting for the City. For a year he acted as Assistant to the City Manager, in conjunction with the affairs of his own department.

Mr. Wood maintains that Municipal work should be carried on in a businesslike way; that patience, courtesy and helpfulness go a long way toward settling problems.

**GEORGE H. WOOD**


---

#### **HERBERT H. JAQUETH**

Herbert H. Jaqueth, son of A. L. Jaqueth, was born in Kalispell, Montana, January 30, 1896. His father, who is a consulting civil engineer laid out and has supervised most of the early municipal construction work throughout many cities in Montana, Wyoming and Idaho.

Mr. Jaqueth's higher education was acquired at the University of Washington at Seattle, Washington, and during the last year there he acted as student instructor in freshman engineering subjects as well as Military Tactics.

During the summer vacations of his college career he worked with his father as resident engineer on various municipal enterprises and after his school days and a year and a half as a Lieutenant in the U. S. Engineer Corps he again became associated with his father in 1919. From 1919 until 1922 his work was divided between being resident engineer on various municipi-

**DR. CAROL ARONOVICI**

Dr. Carol Aronovici, lecturer on Community Problems for the University of California and City Planner has been in California for eight years during which time he has acted as city planning consultant for Los Angeles County Regional Planning Commission, The City of Berkeley, Richmond, Santa Ana, Santa Cruz, Santa Rosa, Compton, Alhambra, Anaheim, Whittier, Carmel, and many other communities. He has also been employed as consultant on the development of a number of subdivisions.

Aside from his work as a lecturer and city planner Dr. Aronovici has attained a national reputation as a writer on housing and city planning through his books, articles and reports on the theory and conditions relating to city planning. He maintains offices in Berkeley and in Los Angeles.

---

**HERBERT H. JAQUETH**

pal installations and office manager while making preliminary investigations and reports for five irrigation and drainage districts for an area of over 500,000 acres.

In June, 1922, Mr. Jaqueth accepted the position of City Engineer of the City of Kalispell, Montana, leaving there late in 1926, accepting his present position with Harland Bartholomew and Associates of St. Louis, as resident engineer to the City Planning Board of the City of Sacramento, California.

---

**DR. CAROL ARONOVICI****CHARLES H. CHENEY**

Charles H. Cheney was born in Rome, Italy, February 11, 1884. Received A. B. in Architecture and Engineering University of California, 1905; studied in principal cities of France, Italy, Spain and England. Mr. Cheney worked with Chas. A. Platt and others in New York City and designed with L. P. Hobart, and laid out 3,000 acres town-site West Sacramento, 1912-13. From 1913 to 1920 he was consultant architect Berkeley School Board; consultant to California State Commission of Immigration and Housing in

*(Continued on page 333)*

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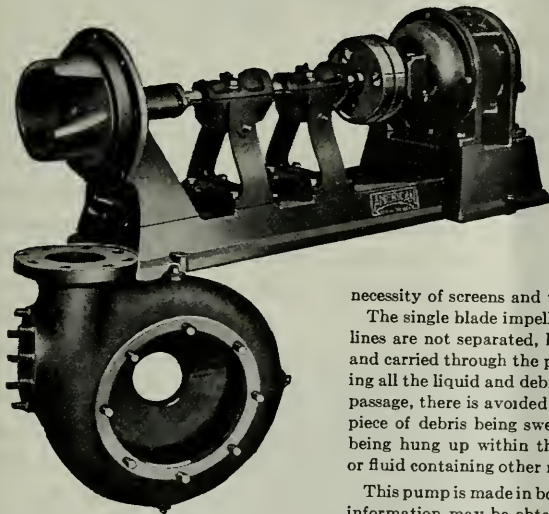
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(Continued from page 331)

1914, and has been secretary of the California Conference on City Planning since 1914. Mr. Cheney has been consultant to city planning commissions since 1915 in Santa Barbara, Long Beach, Claremont, Alameda, Berkeley, Davis, Fresno, Palo Alto, Turlock, Paso Robles, Monterey and Riverside, also Chandler, Arizona. He was consultant for 16,000 acres Palos Verdes Estates townsite develop-

ment in Los Angeles. Member board of three engineers which prepared major traffic street plan adopted by Los Angeles, 1924. Author of Major Traffic Street Plan, Boulevard and Park System of Portland, Ore., 1920, and of Santa Barbara, 1925, and of numerous city planning and zoning laws and ordinances adopted in California, Oregon and other states.



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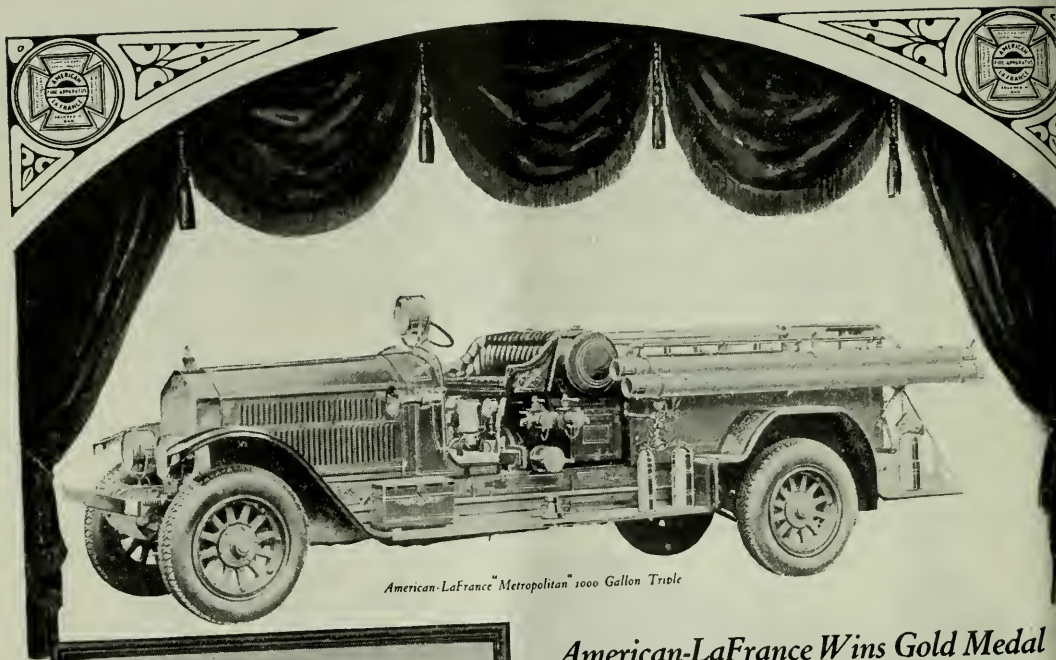
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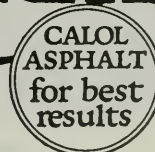


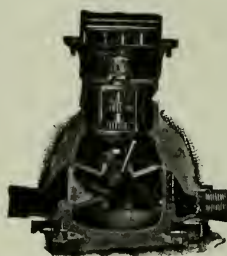
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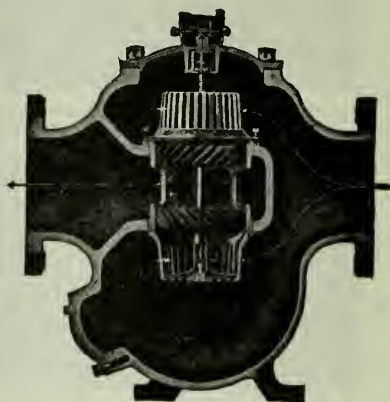
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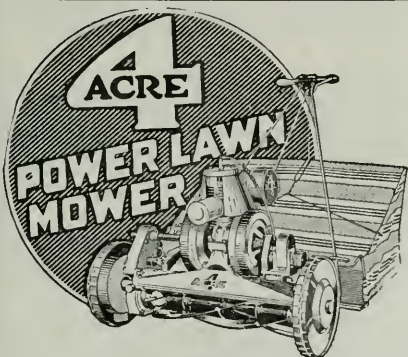
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Gentlemen:

It has been some time since your publication has had news in regard to this locality, and I have been instructed to impart the latest, as follows:

The unique little City of Ojai has more than doubled its population since incorporating about five years ago.

It is steadily assuming Metropolitan airs. Early in September the new City Sewer will be officially accepted.

A Gas Franchise has just been granted the Southern Counties Gas Co. and pipe laying is rapidly being pushed along Ventura Ave. and very shortly the line will reach Ojai.

Quite recently the area of the City has been increased by the addition of the property of the Ojai Valley School, a private concern which is becoming very well known and is attracting many eastern people, who come in the fall, put their children in the school, and remain through the winter, enjoying the advantage of a splendid course of instruction for their children, and also the wonderful winter climate of the beautiful Ojai Valley.

Mayor A. L. Drown attended last year's convention in the Yosemite Valley and it is hoped that the City will send a representative this year, as considerable information on subjects at that time interesting the City was derived through the attendance of Mr. Drown.

The City is in the market for a small street sweeper which can be hitched to a Ford car and operated by that power. One outgrown by a larger place might suit us very well.

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OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES



Municipal Auditorium, San Bernardino—Convention City 1928

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## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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Corona	Hyde Park	Oakdale	San Francisco	
Covina	Imperial	Oakland	San Gabriel	Total - - 258

Associate Members—Oregon: Astoria, La Grande



# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

Entered as second-class matter March 22, 1913, at the Post Office at San Francisco, California,  
under the act of March 3, 1879.

## REGISTRATION AT THE SACRAMENTO CONVENTION

**Alameda**, Tom. Carpenter, M. D., City Veterinarian and Food Inspector; Burnett Hamilton, City Engineer; Arthur Hieronymus, Health Officer; Jos. B. Kahn, Supt. Board of Public Utilities; A. R. Linn, Manager Alameda Chamber of Commerce; Wm. J. Locke, Executive Sec., League of Calif. Municipalities; Mrs. W. J. Locke, Guest; A. E. Varcoe, City Clerk; Mrs. W. E. Varcoe, Guest. **Albany**, Lovett K. Fraser, City Attorney; Mrs. L. K. Fraser, Guest. **Alhambra**, Chris Campbell, Pres. City Commissioner; E. G. Dessieux, City Commissioner; Geo. A. Honsu, Commissioner Supplies; Emmett A. Tompkins, City Attorney. **Amador City**, Dr. G. L. Lynch, Health Officer, Amador Co. **Anaheim**, E. P. Hapgood, City Engineer; C. F. Leonard, Mayor; Mrs. C. F. Leonard, Guest; L. E. Miller, Councilman; Mrs. L. E. Miller, Guest; J. W. Price, City Manager. **Arcadia**, G. G. Meade, City Clerk; A. N. Multer, Mayor. **Auburn**, C. H. Gwynn, Street Supt.; M. D. Lininger, Mayor; Mary H. Wallace, City Clerk. **Avalon**, S. C. Peterson, Asst. City Manager. **Bakersfield**, Dr. B. Caldwell, County Health Officer; H. W. Carlock, Councilman; W. D. Clarke, City Engineer; W. M. Corbett, Councilman; Mr. P. J. Cuneo, Health Officer; Mrs. P. J. Cuneo, Health Officer; C. F. Johnson, Councilman; V. Can Riper, City Clerk, Auditor and Assessor. **Belmont**, Bertha E. Budwont, R. N., Supt. Community Hospital of San Mateo Co. **Benicia**, P. B. Fry, M. D., Health Officer. **Berkeley**, G. K. Cooke, City Veterinarian; John N. Edy, City Manager; Evelyn W. Gilerest, P. H. U., Berkeley Health Dept.; C. G. Gillespie, Ch. Eng., State Bd. of Health; E. M. Haug, Secty. City Planning Comm.; Carrie L. Hoyt, Councilman; J. H. Jamison, Purchasing and Budget Officer; Mabel W. Jensen, City Auditor; Wilfred H. Kellogg, Chief Laboratarier, State Board of Health; S. P. Koch, Ch. Bldg. Inspector; Prof. Samuel C. May, University of Calif.; Agnes Claypole Moody, Councilman; Frank R. Rae, Electrical Engineer; Florence E. Turner, City Clerk. **Beverly Hills**, Jack C. Albers, City Engineer and Supt. of Streets; Mrs. Jack C. Albers, Guest; Richard C. Waltz, City Attorney; Mrs. Richard Waltz. **Biggs**, Mrs. B. Caldwell, Guest. **Brawley**, O. May Juvenal, City Clerk. **Brea**, also representing City of **Placentia**, Mrs. Albert Launer, City Attorney. **Burbank**, H. E. Bruce, Councilman; A. B. Gidley, City Manager; J. T. Lapsley, Mayor; Theodore R. Mini, City Engineer; James H. Mitchell, City Attorney. **Burlingame**, Frank A. Bloom, Treasurer, Purchasing Agent; James S. James, City Engineer; James R. Murphy, City Clerk, Assessor.

**Carmel**, John B. Jordan, Mayor; Geo. L. Wood, Councilman. **Chico**, S. L. Bambridge, Councilman; Rosina Bassler, R. N., Public Health Nurse, Health Center; Mrs. Lena D. Farlien, R. N. Metro. Life Ins. Visiting Nurse; O. T. Miller, Councilman; Ira R. Morrison, City Manager; A. R. Waters, Mayor; R. S. Watkins, Councilman; J. R. Young, Councilman. **Chula Vista**, W. H. Peters, Mayor. **Coalinga**, T. A. Buchanan, City Clerk; W. C. Wallace, Mayor. **Colfax**, Charles J. Der-rund, Health Officer; Robert A. Peers, Chairman, City Board of Trustees. **Colton**, Mrs. Olive Phillips, City Clerk; C. F. Whitmer, M. D., City Health Officer. **Colusa**, Geo. W. Desrosier, M. D., County Health Officer; B. L. McCue, City Clerk. **Compton**, C. A. Parrish, City Manager. **Contra Costa County**, L. Wjerda, Appraiser. **Corning**, Caroline Howes, Health Officer; E. L. Randall, City Attorney. **Coronado**, Capt. T. H. Messer, City Mgr. **Covina**, J. N. Wilson, Mayor. **Culver City**, Nelle Brown Haus, City Clerk. **Daly City**, Mrs. Emile Lohe, Health & Social. **Davis**, C. S. Mudge, Bacteriologist, U. of Calif. **Detroit, Mich.**, H. L. White, Hume Pipe Company. **Dinuba**, Edgar Brigham, M. D., Health Officer; W. J. Minville, Clerk & City Judge. **Dublin**, Ireland, Fredk. H. Boland, Research Fellow, Rockefeller Memorial. **Dunsmuir**, E. G. Hawkins, City Clerk; Henry McGinniss, City Attorney; John H. Young, Health Officer. **El Cerrito**, Alice M. Morris, City Clerk. **El Segundo**, Alfred C. Annon, Councilman; Wm. A. Krimmel, Jr., Councilman; Mrs. W. A. Krimmel, Jr.; Victor D. McCarthy, City Clerk. **Elsinore**, C. J. Kalina, City Clerk. **Escalon**, Miss Priscilla Morse, Public Health Nurse. **Eureka**, John N. Chain, M. D., Health Officer; David Goodman, Plumbing and Sewer Inspector; Mrs. A. W. Kildale, Deputy City Clerk; Doris K. Kildale. **Exeter**, B. F. List, Mayor; E. Meyers, Supt. St. Dept.

**Fairfield**, Agnes Bryant, P. H. N., Deputy Health Officer; E. N. Eager, City Engineer. **Fort Bragg**, Fred Duffey, Street Superintendent. **Fresno**, George H. Ball, Legislative Committee; Geo. M. Bowman, City Electrical Engineer; Loren A. Butts, City Attorney; Dr. D. F. Coyner,

City Milk Inspector; Fred A. Gamboni, Guest; William Glass, Commissioner of Finance; Miles O. Humphreys, City Planning Com.; Andrew M. Jensen, Commissioner of Public Works; G. L. Long, County Health Officer; Dr. Carl Mathewson, Health Officer; John W. Oakley, Standard Oil Company, Asphalt Dept.; George F. Sharp, Leg. Commission. **Fullerton**, W. J. Carmichael, City Councilman; F. C. Hezmalhaleh, City Clerk; O. M. Thompson, Councilman. **Glendale**, Bernard Brennan, Deputy City Attorney; J. W. Charleville, City Manager; C. J. Hatz, Councilman; P. J. Hayselden, Pres. Glendale Planning Comm.; John F. Johannsen, City Eng. & Street Supt.; S. C. Kinch, Councilman; Harry MacBain, Mayor; E. M. Miller, Health Officer; C. W. Stewart, Standard Oil Co.; W. E. Van Way, Engineering Dept.; A. J. Van Wie, City Clerk; Mrs. A. J. Van Wie, Guest. **Hanford**, A. W. Bass, Trustee; Rosetta McGrail, Public Health Nurse; H. R. Olmstead, Trustee; Dr. A. S. Torrens, County Health Officer; Mrs. A. S. Torrens, Guest; G. F. Upelurch, Street Supt. **Hayward**, Dr. John A. Azevedo, Health Officer, Alameda Co.; Selah K. Baird, School Nurse; F. W. Browning, M. D., Health Officer; Nelson E. Clemens, Milk Inspector; Ethel E. King, School Nurse; Flavia Cole Prentiss, Executive Health Center. **Healdsburg**, **Petaluma**, J. B. Piatt, City Engineer. **Hermosa Beach**, Iva Hagenbuch, Mayor; Mrs. I. Hagenbuch, Visitor. **Huntington Beach**, Chas. G. Baster, Pres. Board Trustees; Mrs. Chas. G. Baster, Wife of Mayor Huntington Park; O. R. Harris, City Trustee; Mrs. O. R. Harris, Guest; J. W. Mitchell, Trustee; Mrs. J. W. Mitchell, Guest; L. E. Mitchell, Deputy City Clerk; Mrs. L. E. Mitchell, Guest; Merwin Rosson, City Engineer; Mrs. Bessie L. Rosson. **Inglewood**, Otta H. Duelle, City Clerk; Hugh B. Lawrence, Mayor. **Inglewood**, **El Segundo**, **Hawthorne**, Clyde Woodworth, City Attorney.

**Jackson**, William Krabbenhoft, Trustee; Margaret J. Williams, Supervisor Public Health. **La Habra**, J. G. Launer, Mayor. **Larkspur**, Belle C. Brown, City Clerk. **Lemars, Iowa**, W. T. Shepard, Dr. **Lemoore**, E. W. Weiler, Councilman. **Lemore**, L. J. Burke, Councilman. **Lennox**, J. C. Poindexter, Trustee. **Lindsay**, Annie L. Bond, City Health Officer; E. V. Bogart, City Clerk; Mrs. E. V. Bogart, Visitor. **Lodi**, L. E. Barzellotti, City Engineer; J. F. Blakely, City Clerk; James Garrigan, Sanitary Instructor; Janet Gowie, Public Health Nurse; Ethel J. Strange, Public Health Nurse. **Long Beach**, A. H. Adams, City Engineer; J. J. Barton, Councilman; H. S. Callahan, Manager; Mrs. Warren B. Davis, City Planning Committee; Mrs. John M. Edgar, Member City Planning Board; Miss Myrtelle L. Gunsul, City Auditor; I. S. Hatch, City Planning Comm.; Oscar Hauge, Mayor; Dr. G. E. McDonald, Health Officer; Nowland M. Reid, City Attorney; Mrs. Leoda Vollmar, Sec. Planning Commissioner; L. G. Williams, Asst. Sanitary Engineer. **Los Angeles Co. Surveyors Office**, C. E. Arnold, Construction Engineer. **Los Angeles**, Ernest F. Bent, Pres. Bent Concrete Pipe Co.; A. F. Brough, Warren Bros. Co.; Milton Bryan, Deputy City Atty.; K. P. Bushong, Veterinarian L. A. Co. Med. Assn.; J. R. Caldwell, Milk Inspector; John Crowley, Milk Inspector; C. Frank Flood, Marbelite Corp.; Fred F. Foster, Sales Mgr. Bent Concrete Pipe Co.; Mrs. Fred Foster; Wm. J. Gritz-Marbelite Corp., Asst. General Mgr.; E. J. Gardner, Bond Buyer; L. C. Grant, Foster & Kleiser Company; R. P. Gingerich, Market Milk Specialist, Dept. of Agriculture; W. Harnisch, Milk Inspector; J. Delano Hitch, Jr., The Dorr Company; Mr. D. Howlett, Jr., Milk Inspector; J. D. Huddle, Acme Traffic Signal Company; Mrs. J. D. Huddle; G. F. Hyatt, Bent Concrete Pipe Co.; Mrs. G. F. Hyatt, Guest; C. E. Johnson, Pac. Coast Repres. Westinghouse Elect. & Mfg. Co.; E. M. Keef, Supervisor, Bureau Dairy Control, Dept. of Agric.; M. W. Kiff, Bacteriologist; A. M. Kivari, Dorr Co.; W. T. Knowlton, Sanitary Engineer; Everett W. Mattoon, County Counsel, County of L. A.; J. I. Moyse, Bacteriologist; D. S. McFarland, Neptune Meter Co.; Rollin L. McNitt, Pres. Planning Commission; L. E. Northrop, Neptune Meter Co.; Allen H. Nye, Neptune Meter Co.; Emery E. Olson, Director of Coordination, University of Southern California; J. L. Pomeroy, County Health Officer; O. M. Reamsowner, Pacific Sanitary Company; W. C. Record, Union Metal Company; C. Robertson, Technician & Milk Inspector; Geo. H. Roth, M. D., Epidemiologist; L. A. Com. Health Department; Gavin T. Teher, M. D., State District H. O.; William Veit, Chief Milk Inspector & City Veterinarian; E. R. Waggoner, Pacific Clay Products; C. W. Wantland, Peoples Anti-Single Tax League; G. Char Watson, Bacteriologist; L. M. Watson, Street Lighting, Westinghouse Electric & Mfg. Co.; Gordon Whitnall, City Planning Director; Mary S. Whitnall, Guest; W. T. Wills, Pac. Coast Mgr., Union Metal Co.; Harold A. Young, Chief Sanitary Officer. **Los Gatos**, M. Keith, P. H. N. **Lower Lake**, Henry B. Weiper, Lake County Health Officer.

**Manteca**, June M. Danielson, Public Health Nurse, San Joaquin Local Health Dist.; E. H. Jaffries, City Clerk; Mrs. E. H. Jaffries; E. R. Williams, Mayor. **Marysville**, J. H. Barr, M. D., Health Officer of Yuba Co. & Yuba City. **Merced**, John Czerny, Street Supt. **Merced County**, Dr. Wm. C. Clayton, Health Officer; D. Mattroece, Milk & Dairy Inspector. **Millbrae**, P. G. Aroney, Bact. **Milpitas**, Iva P. Dinkelspiel, City Councilman. **Milwaukee, Wis.**, C. B. Whitnall, Sec'y. Planning Commission; Mrs. C. B. Whitnall, Guest. **Modesto**, Mrs. Alice E. Arnold, R. N., Public Health Nurse; E. J. Boundey, Councilman; Fred R. DeLappe, M. D., Stanislaus Co. Health Officer; Sol P. Elias, Mayor; C. Katherine Richards, Public Health Nurse; F. J. Rossi, City Engineer. **Monterey**, R. M. Dorton, City Manager. **Morgan Hill**, Grace G. Philbrick, School Nurse. **Mt. Shasta**, Paul Wright, M. D., H. O. **Neptune Meter Co.**, J. R. Barker, Pacific Coast Manager. **New York**, W. E. Weldy, Exhibitor E. R. Squibb & Sons.

**Oakland**, J. H. Brill, Purchasing Agent; John J. Donovan, President Calif. State Board of Architecture; Wm. J. Downie, Dairy Inspector; Claude T. Faw, Calif. Corrugated Culvert Co.; Harold F. Gray, Member Drainage Commission; Sam H. Greene, California Dairy Council; R. L. Griffith, Chief Milk Inspector; Carl E. Hardy, Supt. Electrical Dept.; E. B. Heinecke, National Pavements Corp.; A. S. Holmes, Building Inspector; Mrs. S. Igliek; Frank C. Merritt, Past President, City Clerk; W. N. Morse, Standard Oil Co., Asphalt Dept.; Fred B. Peru, License



Inspector; Geo. N. Randle, City Engineer; Fred E. Reed, V. Pres. Nat. Real Estate Assn.; I. S. Shattuck, H. Batholomew & Associates; James G. Stafford, Tax Valuation Equalizer; Mrs. J. G. Stafford; J. H. Stone, Mgr., The Elliott-Horne Co.; C. C. Young, Commissioner Public Health & Safety; H. K. Zenier, Secy. Public Health & Safety. **Ontario**, C. L. Emmons, Dr., Health Officer; J. M. Galvin, Asst. Service Mgr.; T. P. Williams, Mayor. **Orange**, Cal. D. Lester, City Clerk. **Orland**, Dr. S. Iglick, Health Officer. **Oroville**, John W. Gibson, City Clerk & Recorder. **Pacific Grove**, Chas. E. Barker, City Clerk; Alice Woods Fiddes, M. D.; William Fiddles, Councilman; J. O. Wanzer, City Manager. **Palo Alto**, Edward L. Beach, City Clerk; J. F. Byxbee, City Engineer; C. H. Christensen, Councilman; Leon T. David, Dept. City Attorney; A. C. Hobart, Mayor and Councilman; Norman E. Malcolm, City Attorney; H. A. Mason, Secretary-Treasurer; Franklin P. Nutting, Chrm. Regional Planning Committee; Leon B. Reynolds, Board of Works; Alfred Seales, Board of Safety; Dr. H. M. Slater, Member Board of Safety; W. E. Tomson, Dairy Inspector. **Palos Verdes Estates**, Chas. G. Cheney, Community Mgr. **Pasadena**, Bessie Chamberlain, City Clerk; W. C. Earle, City Engineer, Supt. of Sts.; Warren F. Fox, M. D., Health Officer and City Physician; S. B. Morris, Chief Engineer Water Dept.; G. C. Waterhouse, Exhibitor Traffic Signs; George H. Wood, City Controller; Miss Ruby Wood, Guest. **Petaluma**, Fred S. Howell, City Attorney; Gladys V. Roberts, City Clerk and Auditor. **Piedmont**, N. C. Little, City Clerk. **Pittsburg**, S. N. Cardinalli, Councilman; D. Frenkel, Councilman; Arnold W. Linscheid, Mayor; Luella Long, Director of Nursing; Roy A. Watkins, City Manager; R. M. Wolfe, City Attorney. **Placerville**, E. T. Benney, City Council; J. H. Quigley, City Councilman; W. E. Miller, Supt. of Streets; Albert Simon, Mayor. **Pleasanton**, C. A. Sinclair, City Engineer. **Porterville**, Fred W. Pease, City Manager. **Portland, Ore.**, K. E. Erickson, K. E. Erickson Co., Inc., Exhibitor Traffic Devices.

**Red Bluff**, Mrs. Lois Norris, Supervisor of Health, Tehama Co. Schools. **Redding**, Leslie Engram, City Clerk; John H. Engram, Guest; Mary Emma Engram, Guest; Mrs. Leslie Engram, Guest; E. A. Rolison, Municipal Engineering. **Redlands**, Geo. S. Hinkley, City Engineer; Dr. Wm. Phelps, City Veterinarian. **Redondo Beach**, Thomas Blair, C. & C. Director; May B. Hopkins, Treasurer-Tax Collector; A. L. Hopkins, Guest. **Redwood City**, J. J. Garland, Milk Inspector; Margaret Lefters, P. H. N., County Nurse, San Mateo Co.; Albert Mansfield, City Attorney; B. E. Myers, Treasurer; W. A. Price, City Clerk; Mrs. W. A. Price, Guest. **Richmond**, Chas. R. Blake, Health Officer; Mattie A. Chandler, Mayor; A. C. Faris, City Clerk; J. N. Hartnett, Councilman; Edward A. Hoffman, City Engineer; E. A. Marsin, Councilman; J. A. McVittie, City Manager; A. L. Paulsen, Councilman; W. W. Scott, Councilman; J. R. Vaughn, Treasurer. **Riverside**, George A. French, City Attorney; John A. Taylor, Councilman; W. B. Wells, M. D., Health Officer. **Roseville**, W. Hanisch, Councilman; M. E. Reed, Health Officer.

**Sacramento**, E. D. Adams, Controller; C. W. Anderson, Councilman; H. E. Ball, Market Milk Specialist, Department of Agriculture; Mrs. H. E. Ball, Guest; T. F. Bellhouse, Councilman; P. C. Berryessa, Quarantine Officer; C. H. S. Bidwell, Councilman; Charles R. Blood, Asst. Engineer; Daniel H. Blood, State Dept. of Public Health; H. C. Bottorff, City Manager; D. R. Cate, Asst. Engineer; J. T. Christian, County Health Officer; Matt Cress, M. D., Health Officer; W. O. Deal, State Sanitary Inspector; Harry G. Denton, City Clerk; W. W. Dickie, State Director Public Health; C. U. Duckworth, Chief, Bureau Dairy Control; Mrs. Estella S. Edson, Ex. Secty. Sact. Tuberculosis Assoc.; M. F. Faig, Deputy City Clerk; R. B. Giffen, Chairman Planning Board; S. A. Hart, Asst. City Engineer; A. O. Hoover, Deputy City Controller; E. C. Hoskins, Supt. City Garbage Dept.; H. H. Jaqueth, Resident Engr. Bartholomew & Associates; Guy P. Jones, State Board of Health; H. S. Kreinan, City Councilman; A. K. Kerr, City Assessor, Collector; A. C. Kroeger, Standard Oil Co.; Howard M. Loy, Gilmore Oil Company; Paul Manby, Deputy City Clerk; F. H. McCampbell, Marketing Specialist, Federa., State Dept. of Agriculture; Josephine McDermot, Secretary to City Health Officer; M. E. McDonald, State Dept. Agriculture; Dr. C. L. Megowan, Dairy Division; C. W. Mier, Assessor, Collector; John H. Miller, Councilman; Miss Anastasia Miller, Director Div. of Child Hygiene; H. E. Mulligan, Chief Sanitary Inspt.; E. H. Nelson, Deputy Assessor, Collector; Boyd Oliver, Calaveras Cement Co.; E. J. Plato, Purchasing Agent; Geo. I. Pullen, Guest; Fannie V. Pyburn, P. H. N., Contagious Nurse; E. A. Reinke, State Dept. of Public Health; J. R. Shields, Building Inspector; Echo Simpson, Visiting Nurse; Burr T. Snyder, Milk Inspector; J. E. Tempest, Contractor; Allan J. Wagner, City Engineer; Lucele E. Walker, Nurse; Geo. B. Welch, Chief Clerk, Dept. of Engineering; Mary B. White, Statistician. **North Sacramento**, S. A. Wroolie, Councilman. **Salinas**, S. F. Butler, Health Officer; M. R. Keef, City Clerk; R. C. Main, M. D., County Health Officer; Fred McCargar, City Planning Commissioner; R. J. Young, County Dairy Inspector. **San Anselmo**, Wm. J. Hensley, Councilman; D. E. Perry, Assessor. **San Bernardino**, S. L. Combs, Councilman; Dr. F. L. DeWolf, City Food Inspector; I. N. Gilbert, Mayor; W. J. Hawford, Councilman; R. M. Mack, Sec. Chamber of Commerce; Dr. E. W. Meyer, County Health Officer; W. H. Rogers, Councilman; Mrs. W. H. Rogers, Guest; Charles A. Rouse, Councilman; G. W. Wolf, Councilman; C. C. Wood, Auditor. **San Bruno**, H. A. Postlethwaite, City Attorney, Assistant Secty. League. **San Diego**, Virgil Bruschi, Councilman; Kenneth Gardner, City Planner; F. M. Lockwood, Mgr. of Operations; Allen H. Wright, Past Pres. of League. **San Fernando**, H. A. Decker, City Attorney; Mrs. H. A. Decker, Guest.

**San Francisco**, C. J. Allan, Street Lighting and Equipment Company; G. C. Andmos, District Manager, Marbleite Corp.; N. H. Angell, Engineer, Standard Oil Co., Asphalt Dept.; Alice C. Bagley, Assistant Superintendent of Nursing, Metropolitan Life Insurance Co.; Jim Blood, Standard Oil Co.; C. A. Braslan, Salesman; T. R. Boyer, Dairy Veterinarian; Lewis S. Byington, Supervisor; R. F. Conlisk, Dist. Illum. Engineer, Westinghouse Electric & Mfg. Co.; John J. Dailey,



Councilman; Hewitt Davenport, Street Lighting & Equipment Company; Walter A. Dold, Chief Deputy City Attorney; A. F. Eagle, Dairy Veterinarian; R. A. Edwards, Rep. Foster & Kleiser Co.; F. E. Eastman, Standard Oil Co., Asphalt Dept.; Andrew J. Gallagher, Supervisor; L. D. Greason, Monroe Calc. Mch. Co., Inc.; Wm. C. Hassler, Health Officer; Fred W. Hatch, Stuart S. Smith Company; J. Emmet Hayden, Supervisor; Frank S. Hereth, Representing E. R. Squibbs & Sons; Frank Hereth, Prof. Service Rep.; E. T. Hinshaw, Eng. Portland Cement Assn.; Evelyn C. Horton, R. N., Met. Life Insurance Nursing Service; Glenn Johnson, Corbett & Langenheim, Inc.; Thomas J. Kells, Rep. Neptune Meter Co.; C. C. Kennedy, Consulting Engineer; Mrs. F. L. Koughan, Calif. Dairy Council; Carl E. Laye, A. Carlisle & Company; S. C. Legare, Willite Co.; W. H. McCallie, Standard Oil Co.; John A. McGilvray, Attorney Cal. Press Association; Florence McMaster, Stenographer of League of Calif. Municipalities; Dr. G. L. Melody, Veterinarian; Charlie B. Murphy, Gladding McBean Co.; A. A. O'Neill, City Physician; Mrs. Mildred Pollock, Playground Commissioner; Geo. S. Prugh, Bausch & Lomb Opt. Co.; B. M. Rastell, Manager Californians Inc.; Florence E. Ray, Stenographer; Edward T. Ross, State Department of Health; Mrs. George W. Scott; W. P. Shepard, M. D., Welfare Director; E. T. Sims, Traffic Equipment; Stuart S. Smith, Stuart S. Smith Co.; Logan Thomas, Everlasting Paint & Sales Co.; Henry Trantham, Bausch & Lomb Opt. Co.; Chas. F. Todd, Supervisor; H. E. Torgersen, Dairy Inspector; E. Zimmerman, Salesman, Street Lighting & Equip. Co. **Berkeley**, James R. Scott, Health Officer. **So. San Francisco**, J. W. Coleverd, City Attorney; Edward Farrell, Judge; A. Hyndwig, Councilman; Reese Lloyd, Councilman; Dan McSweeney, City Clerk; Eleanor Ryan, Deputy Clerk.

**San Jose**, A. G. Bennett, Councilman; Mrs. A. G. Bennett, Guest; Jos. T. Brooks, Councilman; Mrs. Jos. T. Brooks, Wife Councilman from San Jose; H. C. Brown, M. D., Health Officer; Archer Bowden, City Attorney; Elizabeth M. Caffrey, Public Health Nurse; Fred Doerr, Councilman; Mrs. F. Doerr, Alice M. Dugdale, Public Health Nurse; Geo. D. Easter, So. Co. Exhibitor; Helen W. Goodenough, Public Health Nurse; C. B. Goodwin, City Manager; Dan Gray, Councilman; Clara B. Gould, Exec. Secy., Santa Clara Co. Health Center; Edna L. Knapp, Public Health Nurse; John J. Lynch, City Clerk; Mrs. John J. Lynch, Guest; Donald W. Macmair, Milk and Dairy Inspector; Warrin H. Pomeroy, Pres. of City Planning; Wm. L. Popp, City Engineer. **San Leandro**, A. P. Brown, Councilman; Arthur M. Carden, City Attorney; W. L. Cottle, Associated H. L. Landis; E. F. Hutchings, City Clerk, Auditor; Mrs. Florence F. Kirby, Public Health Nurse; Herbert L. Landis, Mayor; Luther Michael, M. S., Health Officer. **San Luis Obispo**, Allen F. Gillihan, M. D., Health Officer. **San Mateo Co.**, Eleanor T. Thronsdon, Red Cross School Nurse, San Mateo Co. **San Miguel**, Salinas, Elmo L. Buttle, California Kieselguhr Company. **San Rafael**, H. K. Brainerd, City Manager; J. H. Kuser, M. D., Health Officer, Marin Co. **Santa Ana**, J. B. Bichan, Dairy Inspector; Mrs. J. B. Bichan, Secty. Orange Co. Tuberculosis Assn.; E. B. Collier, City Manager; J. L. McBride, Council; F. C. Purinton, Mayor; E. L. Vegely, City Clerk. **Santa Barbara**, Dr. F. G. Crandall, County Health Officer; W. H. Eaton, M. D., Health Officer; H. Erickson, Milk & Dairy Inspector; S. B. Taggart, Clerk. **Santa Maria**, J. F. Bradley, Trustee; Fred J. Goble, City Attorney; W. T. Lucas, M. D., Health Officer; Frank L. Roemer, Councilman; C. W. Smith, Trustee. **Santa Monica**, Howard B. Carter, City Engineer; Chester L. Coffin, City Attorney; Roscoe Daro, Guest; John A. Mortan, Com. of Public Works; A. C. Moffet, Guest; C. J. S. Williamson, Sec. City and County Planning Section of League. **Santa Rosa**, Geo. R. Cadan, Councilman; C. O. Dunbar, City Manager; E. J. Helgren, Health Officer; John P. Overton, Mayor; Paul T. Quarry, M. D., County Health Officer; W. N. Vallandigham, Mayor. **Santa Cruz**, Fred Cairns, Sec., Manager, Chamber of Commerce; B. F. Crews, County Sanitary Inspector; S. A. Evans, City Clerk & Treasurer; Mrs. S. A. Evans; Roy W. Fowler, City Engineer; Alvin K. Matthews, Manager of Events; Mrs. Lillian Patterson, Guest; Noel Patterson, City Commissioner; Fred W. Swanton, Mayor. **Saratoga**, M. Derby, P. H. N. Sebastopol, F. G. McFarlane, City Clerk; Mrs. L. G. Sott, Guest. **Signal Hill**, Geo. H. Cooper, City Clerk. **Sonora**, Wm. L. Hood, M. D., City Health Officer, County Health Officer, Tuolumne Co.; Mrs. Wm. L. Hood; T. M. Wilzinski, City Attorney; Mrs. I. M. Wilzinski, Guest. **South Gate**, Hugh R. Pomeroy, Member City Planning Commission. **St. Helena**, H. J. Chinn, Mayor. **Stinson Beach**, N. L. Fitzhenry, Owner. **State of California**, J. J. Frey, Chief Bureau Dairy Control; Robert Greig, Director of Housing. **Stockton**, Chas. E. Ashburner, City Manager; Ruth Bennett, Public Health Nurse; Harry E. Benney, Dairy Inspector; E. H. Biles, Dairy Inspector, St. Dept. Agriculture; Mrs. Alice E. Cruz, Metropolitan Visiting Nurse; Francis P. Eddy, Public Health Nurse, San Joaquin Local Health District; Helen S. Hartley, Supt. Pub. Health Nurses; W. B. Hogan, City Engineer; Henry C. Jackson, Chief Instructor; Joy James, Public Health Nurse, San Joaquin Local Health District; A. G. Johnston, City Council; J. Leroy Johnson, City Attorney; Muriel Killinger, P. H. N.; Boyd M. Krout, Asst. Dist. Health Officer; Lyda E. Langford, Stenographer, San Joaquin Local Health District; H. C. Lee, D. V. M., Sanitary Instructor; R. A. Marshall, Dist. Supt. Willite Co.; D. P. Martin, Sanitary Inspector; S. W. McGaw, Paving Const.; Virginia Mix, Bacteriologist, San Joaquin Local Health District; Hazel A. Robinson, Visiting Nurse M. L. I. Co.; Wilma Roe, Assistant Bacteriologist; Jenetne Roush, P. H. N., San Joaquin Local Health; Edith E. Swaborn, Public Health Nurse, San Joaquin Local Health Dist.; Florence A. Thomas, Public Health Nurse; C. A. Whipple, Jr., Sanitary Instructor; Olive T. Youngblood, Social Service, San Joaquin Local Health Dist. **Stuttgart, Germany**, Dr. Emil Merkert, Research Student. **Sunnyvale**, N. E. Wretman, City Attorney; Mrs. N. E. Wretman, Guest.

**Taft**, W. B. Finley, Mayor; Mrs. W. B. Finley; Coker F. Rathbone, Police Judge; Mrs. Coker F. Rathbone, Police Judge. **Tehachapi**, Ferd. Snyder, Jr., Clerk & Recorder; Miss Gretchen Snyder, Assessor; Mrs. Grace Snyder, Guest. **Tracy & Los Banos**, E. T. A. Bartlett, City Engineer.

Tracy, Miss Mildred Black, Public Health Nurse, San Joaquin Local Health Dist.; George L. Freichs, City Clerk. Tulare, R. M. Berryhill, City Engineer. Turlock, A. P. Ferguson, City Clerk. Ukiah, L. K. Van Allen, M. D., City Health Officer. Upland, R. G. Manley, City Engineer & Street Supt. Vallejo, E. J. Blanco, Com. Health, Safety; Helen H. Bramball, School Nurse; Frank Brew, City Commissioner; Fred H. Heegler, Mayor. Vacaville, W. F. Hughes, Health Officer. Ventura, E. R. Barr, Councilman; T. E. Cunnane, Councilman; Walter J. Fourt, City Attorney; D. C. McMillan, City Eng. & Street Supt.; Mrs. D. C. McMillan; Ruth E. Meilandt, City Clerk. Visalia, A. W. McWhinnie, Sanitary Inspector Tulare Co.; B. J. Pardee, City Mgr. Walnut Creek, E. B. Anderson, Councilman; Don A. Bourne, Asst. Treasurer, Warren Const. Co. Watsonville, P. A. Callaghan, Alderman; Mrs. P. A. Callaghan, Guest; Frieda Miller, Guest; M. M. Swisher, City Clerk; Mrs. M. M. Swisher, Guest. Whittier, Mr. M. R. Bower, Engineer; Mrs. M. R. Bower; Mrs. J. D. Lopez. Willows, Carroll F. Byrd, City Attorney. Woodland, A. N. Cain, M. D., Health Officer; Mrs. Rozzie M. Carrow, Yolo County Public Health Nurse; Genevieve Crain, Guest; Mrs. A. N. Crain, Guest; Ferne Ely, Guest; J. H. Laugenour, Attorney & Clerk. Yreka, Chas. Pius, M. D., Health Officer Siskiyou Co. Yuba City, T. P. Peery, M. D., Health Officer Sutter Co.

Total registration, 569.

138 Municipalities represented.

## Impressions of the 29th Annual Convention of the League of California Municipalities, Held in Sacramento September 20th to 24th.

By W. B. HOGAN, City Engineer, Stockton,  
who presided over the Department of Engineers, Councilmen  
and Street Superintendents.

That this Convention was a grand success goes without saying.

Some past Conventions have been more largely attended, others have had less attendance. But of facilities, accomplishments, program and entertainment this convention was on par with any of the best held in the past.

The convention undoubtedly owes a large part of its outstanding success to the convention facilities provided in Sacramento's new Auditorium.

Here all the meetings of the general bodies and the various individual sections were amply cared for in the spacious main auditorium and in the smaller halls surrounding the main floor. This allowed anyone attending any one sectional meeting, who was not particularly interested in the subject being discussed, to step across the hall into another sectional meeting and listen to a discussion on some subject in which he was particularly interested.

The fact that the convention meeting place was several blocks distance to hotels was a fine thing and tended to increase attendance at the various meetings.

The city officials of Sacramento certainly provided all that could be asked in the way of entertainment for the delegates and the wives who attended.

As chairman for the Engineers Section, I was especially pleased and proud of the fact that we elected an Engineer as President of the League for the ensuing year. I believe that the policy of electing a president from a different section each year and rotating so that eventually all sections will have been represented, is a very good one.

As to the outstanding speeches or addresses, delivered before the Engineers Section, it would be impossible to make a choice, as all of the subjects discussed were of prime importance and were pre-



sented by men eminently qualified to speak on the respective subjects.

As to improvement of program for the future, I have little to suggest as far as the Engineers, Street Superintendents and Councilmen's Section is concerned. In the way of a general comment, however, it is my opinion that we should get away as far as possible from details and sectionalism in program matters.

City charters of different cities differ greatly.

What the City Clerk of one city is required to do by charter is entirely different from the duties of some other City Clerk, and the same applies to many other official positions.

The addresses and papers should deal more with the common, general and broader phases of municipal government, having in mind of course the constant improvement of the management of municipal affairs.

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By DR. JOHN J. SIPPY, Past President of the League

Talk about hiding lights under bushel baskets—well, we had an example of that old adage at Sacramento. I haven't any doubt that our genial Secretary-Treasurer, H. A. Mason, has always known that he is a real humorist and occasionally at League meetings he has revealed flashes of his talent. But his address to the terpsichorean muse at the banquet on September 22nd was a revelation that was worth the price of any railroad ticket to hear, and since he announced that he is just beginning a career we are warning Will Rogers, Abe Martin and other imitations to look to their laurels. Every delegate at the convention will agree that his talk was an outstanding feature, and considering that there were numerous outstanding features, that is a real tribute.

All in all, the Sacramento convention was exceptional in many ways. Section chairmen report splendid papers and manifest interest and attention. The newly inaugurated scheme of having no section meetings in progress during general sessions seemed to meet general approval. It certainly added to the attendance and interest of general session programs. And why not? Every one knows that speakers draw inspiration from the audience—the larger and more attentive the audience the better.

Complaint of conventions has been made that there is too great a tendency toward sectionalism and that delegates do not secure that general perspective of municipal problems which it is the purpose of the convention to promote. There is merit in that complaint and recognizing it, the program committee this year made especial effort to provide a variety of topics of interest to every delegate and particularly qualified speakers on those topics. That the committee succeeded in its efforts is attested to by well studied and carefully planned addresses, the size of every general session audience and the manner in which the audience kept its seats during the entire program.

The Sacramento auditorium is admirably adapted to such a program as was planned. The main auditorium was big enough to accommodate a large audience and the splendid exhibits as well. The side rooms were well selected for each section and for those who had need to visit several sections during an afternoon, provided free access and exit without disturbance. It was notable that extra chairs had to be provided for a number of section meetings.

As for entertainment—well, leave it to the ladies to say. Anyhow, every one of them interviewed said the Sacramento



ladies were excellent hostesses and every minute was enjoyable. Sacramento did herself proud and made a fine reputation as a convention city. Sometime maybe

they will invite us again. Other northern California cities take notice—if you want a League meeting shanghai all Sacramentans who have even an inviting look.

By ROBERT L. SHINN, City Attorney of Sacramento  
and former Chairman of the Department of City Attorneys.

The recent Sacramento convention, like all conventions which have preceded it, impressed me as being a little better than its predecessor; in other words, that as the League goes on, each meeting shows a more intelligent and comprehensive handling of the problems involving the cities, together with an improved interest and sentiment on the part of the delegates.

With reference to what might be the most important speech or address delivered in my department, which was of the city attorneys, I will say, that it would be a hard matter to make a choice. Each subject presented to the department created so much interest on the part of the delegates that we were not able in any instance to fully discuss the subject. Besides, in the case of the city attorneys, matters of interest before the

clerks, auditors and recorders took up so much of the regular time of the department that we were not able to handle the program in full. Questions of zoning and utility regulation seem to create the most interest in this department, no doubt, because they are very live questions as affecting the city attorneys. I think that future programs should be limited in the city attorneys' department to not more than two questions in one afternoon, because the importance of questions which are presented to this department require considerable discussion, and more than this number of subjects does not allow sufficient time for this purpose.

Mr. Milton Bryan, Deputy City Attorney of Los Angeles, was elected chairman of the City Attorneys' Section for the ensuing year.

## Amendments to the League Constitution Adopted at the Convention

That the first part of Article III which relates to place of meetings be amended by substituting for the words "*in such city*" the words "*in or near such city*," so that in the future we may hold a convention in such place as Del Monte or Yosemite. Also,

That said Article III be further amended by adding after the words and figures "(4) Health Officers" the words and figures:

(5) City Managers

(6) City Planners

so as to comply with the action taken last year at Yosemite and give these sections the same standing as the other departments. Also,

That said Article III be further amended by substituting for the words "*four departments*" and "*four members*," respectively, the words "*six departments*" and "*six members*," and providing for seven members on the nominating committee instead of five, in order that the two new departments may be given representation.

That Article V be amended by increasing the Executive Committee from seven to nine members and providing for six departments instead of four.

Also by adding after the second paragraph of said article, the following:

"At or about the time of opening each annual convention the President shall appoint a Resolutions Committee of seven members composed of persons familiar with the history and work of the League. No resolution shall ever be considered or passed indorsing any person for office or having no relation to municipal affairs; provided should any resolution be introduced, the subject matter of which has no direct relation to municipal affairs but nevertheless is of great interest or importance to the future welfare of the state, the Resolution Committee may recommend that such resolution be submitted to the respective city councils of the cities belonging to the league, and such resolution shall not be deemed adopted unless it be approved by a two-thirds vote of all the city councils voting thereon within sixty days after its receipt by the city clerk.

"The record of the vote of each city council on a resolution so submitted shall be published as soon as possible in Pacific Municipalities."

(Adopted unanimously, Friday, September 23, 1927.)

PROCEEDINGS  
 OF THE  
 TWENTY-NINTH ANNUAL CONVENTION  
 OF THE  
**LEAGUE *of* CALIFORNIA MUNICIPALITIES**  
 Held at Municipal Auditorium, Sacramento, California,  
 September 20-23, 1927.

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PRESIDENT JOHN J. SIPPY: I have the honor today to open the program for the Twenty-ninth Annual Convention of the League of California Municipalities. It is rather difficult for a president to know just what to say by way of introduction to such a gathering, and to such a program as this promises to be. But I thought that I might, without any egotism, give you a little bit of personal history while reviewing some of the events of the year.

Among my possessions at home I have a letter which bears the date of March 23, 1851. It was written from Louisville, California, a spot that I have never been able to locate on a map, and doubtless it was one of the many gold-mining camps of California's early days, but the letter was mailed from Sacramento. Strangely enough, the chirography resembles my own, and the letter is signed by John J. Sippy. Now for fear that you may think I am aged enough to have been author of that letter, I want to explain that it was written by my grandfather who came across the plains in '49. It tells many interesting things of the Sacramento of those days—of toil and hardship—of scarcity of food and its high prices—of failure to find the mountain of gold. Among other things grandfather related that he had not seen or spoken to a single woman for two years. I presume he meant married ones as well. I wonder how many of the males in this audience could have persevered and toiled

without the encouragement of feminine charms and feminine smiles? I am afraid not many. Well, grandfather didn't stand up under such deprivation either, and so in 1856 he trailed back East to a young wife and two boys, one of them my father. And so it was my misfortune to have been born in the State of Illinois instead of California, and like the Israelites of old, it took forty years of wandering in the wilderness before I reached the promised land, and now I am a more rabid Californian than any native son dares to be.

We often refer to the men of those days as the "Old pioneers." How paradoxical! Why, grandfather was only twenty-one when he landed in California, and the majority of his comrades were of or nearly his own age. It required the spirit of youth to assail desert heat and mountain storm and river torrent. And youth conquered and is still conquering in California. The spirit of youth has harnessed the rivers of the high Sierras and made them supply the power which pampers to our every daily need. The spirit of youth has built the cities which are the pride of the Pacific Coast. The spirit of youth has transformed desert wastes into orange groves and vineyards and rich agricultural areas. It has built our great universities for the children of our own state and our great penitentiaries for the children of other states and countries where they have no universities.

The spirit and temerity of youth has

led us into political and economic and governmental experiments which have blazed trails for others to follow. It stands at the helm of our municipal governments, ever seeking to make Californians better and richer and happier. The spirit of youth—why we must have it to dodge our two million automobiles. Pioneers we were and are—never old but always young pioneers. And as young pioneers we are again gathered, as we do gather every year, to confer with each other over common difficulties, to study common problems, to learn new and better ways in our individual fields of municipal government.

May I diverge for a moment to my own pet hobby? It is probably inopportune, but I want to bring it up while the blackboard of your memory of this meeting and its topics is still blank. Perhaps then you may carry my thoughts home with you. You know we health officers don't get much attention from Mayors and city councilmen. Of course if we intimate that we want to reduce department budgets, which is rare, we can always get an enthusiastic hearing. But if we want to increase them, which is often, we are told that the line is busy. So I am taking advantage of this opportunity.

You should know that I was not elected to this office of President because of any rare personal qualifications, but because after a lapse of years it was felt that the Section—the health officers' section—which has the largest membership in the League, should have some recognition. I don't know yet why the honor fell on me—perhaps because of my record as a marathon conversationalist.

In a general way every informed citizen knows that a city paves streets, pumps water, removes wastes, educates children, apprehends offenders, and undertakes many other services necessary or desirable to community life. But Mr. Aver-

age Citizen has a pretty vague idea as to the whys and wherefores of a health department. It seems to be a sort of city government and the general belief is that it will get along somehow and rustle its own food and shelter.

Perhaps this view of the public health movement is due to its youth and inexperience. When we remember that modern preventive medicine is only a quarter of a century old; that many of its policies are not even yet absolutely determined; that a number of its doctrines are new even to medical men, then we can appreciate why Mr. Average Citizen does not fully comprehend its value or relation to his daily existence. But when you hear of a California city of ten thousand people which pays its health officer \$25 a month, its pound man \$125 a month—the dog catcher—and its street sweeper \$5 a day, you may well conceive of public regard for the health officer which some communities hold. The natural inquiry, why have a health officer at all? With that salary one may know that he must depend upon his practice of medicine for a living, and as a practitioner who must have the good will of the public, he is not apt to enforce sanitary and health regulations very vigorously. It is doubtful if the city would receive \$25 worth of service. It had much better align itself with other cities of the rural area of the country and thus employ a full time man who owes "Nothin' to nobody" except the governing body who employ him. However, even our full time departments may bear some investigation. The standards of public health practice vary with the needs of the community, and are not generally well defined. Are those needs being met? Are they being met in your community? Is the community receiving full efficiency or is the health department like the jumping frog of Calaveras, overloaded with political appointments?



A few years ago a survey was made of 86 small cities of the United States. The average per capita cost of health service for these was 42 cents, with a maximum cost of 91 cents and a minimum of 6 cents. The upper third of these cities average 63 cents and the lower third 21 cents. Not all of them were doing work of even average quality, but just over half attained a score of fifty per cent efficiency on the basis of the inquiry made. In the same report is reproduced a comprehensive plan for health service in a city of 50,000, and the estimated cost, derived from a study of departments in actual operation, ranges from \$1.59 to \$1.78 per capita. You may compare that with your own community. Surgeon-General Cumming of the public health service estimates that for a city of 50,000 to 100,000 a per capita cost of from \$1.58 to \$1.95 is required, with 50 cents per capita added for hospitalization of contagious disease. How near does your city approach these estimates, and what is your health department efficiency? Are you struggling along with a weak and ineffective health department, when by consolidation and cooperation with other cities or your county government it might be possible to attain full value of service at less, the same, or even slightly increased costs?

It must be borne in mind that the taxpayer is becoming more and more inquisitive, and while thus far his inquisitiveness has not been centered on the health department, it will reach there sooner or later—probably sooner. Cities and their governing heads are prone to develop certain governmental phases to the neglect of others. The wise head will seek to develop a well rounded government, with each department receiving the support its importance deserves.

When we speak of public improvement it is customary to think of concrete and steel, of brick and stone. Yet structures

of these materials are ephemeral as compared with the lives and endurance of men. Which is most essential to civic prosperity—pavements and sidewalks, elaborate public buildings, or physically sound and vigorous citizenship with full earning capacity? Will you therefore take home with you a little higher regard for your health department?

On the old letter that I mentioned at the outset of this talk there are a number of crude woodcut prints such as you may see when you visit Fort Sutter, depicting scenes of Sacramento in the early days. It seems too bad that the artist could not have seen three-quarters of a century into the future. Then he might have pictured our graceful capitol with its golden dome and its beautiful grounds, Sacramento's avenues shaded by stately trees, its prosperous residences, its pretentious city and county buildings, this magnificent memorial dedicated to those who lie under the poppies of France, their lives sacrificed to the cause of perpetual world peace—if only he had been able to visualize these as we who are here see and admire them. I am sure my worthy ancestor would never have remained back East then, and I might have been a devoted citizen of Sacramento. As it is, I live in Stockton and I am depraved enough to be quite glad of it.

It is now my honor to introduce to you the leading citizen of California, His Excellency Governor C. C. Young. (Applause, all standing).

GOVERNOR YOUNG: Mr. President, members of this convention of the League of California Municipalities and their friends, I know that you are anxious to get on with the work that brings you together, to a discussion of the problems which you must meet and which you enable yourselves more efficiently to solve in these conventions year after year, so I am not going to steal very much of your time this morning. I simply want

to tell you that although it is my province, and probably will be during the coming three or four years, to welcome a good many delegates or conventions to Sacramento, there is none which I am more pleased to welcome on behalf of the state than such a gathering as is before me today, for I regard you as fellow officials trying to work out as best you can, just as I am trying to work out as best I can, problems having to do with public service. Your problems are in many respects like the problems that we have to meet in the state service. Various departments of state, as we have reorganized them and are trying to work them out in a business-like way, correspond quite nearly to similar problems which you have to meet in the various departments which you have instituted in your own cities. You also have now and again contact with the departments of the state service. I imagine that possibly in the past some of those contacts have not been altogether as happy ones as you would desire. I can only say that in working out our common problems for the good of the people of the State of California, whether they are regarded as the problems of the state or of your various cities, I want to hope at least that this administration may go hand in hand with you, may meet you half way, may cooperate with you to the fullest degree in helping to make your task as easy as possible. You also meet with certain departments of the state's activities in the legislative bills that are introduced which affect municipal problems. Those have been introduced from year to year. This year, of course, as one who had to sign those bills, I gave attention to them more closely than I have had occasion to do in the past. I want to tell you that the bills that were sent in as the result, I presume, of your legislative committee's work, were among the very best that were sent in. The explanations of those bills

as worked out by your secretary, Mr. Locke, and others were among the clearest and best and most illuminating explanations that we have had anywhere with any kind of legislation that has been sent in at all. (Applause.) Therefore if we did measurably well in giving you the kind of legislation that you think you ought to have had, as evidenced by those bills, we do not want any credit for it at all. The credit is yours for having worked out your legislation carefully, for having appeared before our legislative committees in the way that you did, and for the fine explanations which you sent to me as Governor during that hectic month when I had to work from 8 o'clock in the morning until 2 o'clock the next morning in trying to determine which bills I would give my signature to and which bills I could not sign. Therefore in your contact with us in an administrative way and in a legislative way you have come very near to us. I don't know whether you realize that or not, but I certainly mean it, and I want simply to say this: that we, on behalf of the state, do welcome you most heartily; that we do wish for you as fine a convention as you have ever had; that we do believe that you could not have chosen a better place to come to the convention, connected as you are with the State Department, than to the capital of that state; that we wish for you all fine things, and that we want you to know that whenever, in connection with any of the problems which you may have to meet, if you have any occasion to get in touch with the corner office down stairs up at the State Capitol, the latch string will always be out, and you are to come in as often as you want to and stay as long as you want to—and the oftener you come and the longer you stay the better it will please the occupant of that corner office. I thank you. (Applause).

THE PRESIDENT: In the monthly



journal of the League Mr. Locke reviewed in the past some of the accomplishments along the lines of legislation and has made you fully aware that we did have a friend in court for municipal legislation in Governor Young, and on behalf of the League of California Municipalities, Governor Young, I want to thank you for the interest you displayed in those measures.

It is now my pleasure to introduce to you Mayor A. E. Goddard, the Mayor of this beautiful city of Sacramento. Mr. Goddard. (Applause).

MAYOR GODDARD: Mr. Chairman, Governor Young, our honored guests and friends, it is a delightful pleasure on behalf of our citizens to welcome you to Sacramento, the capital city of our great state. When the committee waited upon me they said, "Now don't say much about Sacramento. Everyone is proud of his own town, and don't be boastful." So I am going to comply with their request, but I do want to say a few words about your city, Sacramento. The wonderful public buildings here are kept up by your money, out of the taxes. Our capitol grounds are the most beautiful in America. I am told by the committee that some of you are visiting Sacramento for the first time, and some of these things are not carried on the regular program. So, as you have a moment, I would like to have you determine now to visit them. In the State Capitol grounds there is the Memorial Grove with a tree from every battlefield in the United States. Our wonderful state library is one of the best in the nation; the capitol extension buildings just completed makes a wonderful state civic center. The new blocks in which those buildings are located were donated by the City of Sacramento working in cooperation with the State of California. We have also here the State Motor Vehicle Building, the State Printing Office, the State

Arsenal, the State Fair Grounds, also Sutter's Fort which is kept up by the State of California—and I might say that General Sutter, who was the original city planner, the man who founded Sacramento, when here in 1839, and founded Sutter's Fort as an outpost against the Indians—and he soon made friends with them, and in 1849 we all remember the discovery of gold and how everyone bent their way toward California—this very spot on which this Memorial Building is located was donated by Sutter to the City of Sacramento, and the original city was laid out in checker board design according to the plans of Sutter. Our original city limits extended from Front Street to 33rd, and this, as I have said, was laid out by Sutter. So you can see what a wonderful city planner he really was.

Governor Young and myself had quite an experience the other day; we met Colonel Lindbergh when he arrived at Sacramento; we rode with him through the streets as he was cheered and acclaimed by thousands, and I want to tell you the feeling of emotion that came over us to see the crowds cheer him, women and children cheering and calling "Lindy, Lindy"—why, a lump came up in our throats, and you all know the wonderful service that he is rendering to humanity. He has represented our pride of citizenship all over the world. And then to think of this building here, dedicated to the heroes of all the wars, 13,000 of them, I believe—dedicated to service. And here today you in your own way are dedicated to the service of your cities over the state and to the service of your nation. It is a sacred duty, and I pray and hope and it is my fervent wish that your every act and deliberation will redound to the credit of this great state and this great nation. I thank you. (Applause).

THE CHAIRMAN: One of the things



which always interests every one of us, not only in a personal way, but in our various municipal departments is the question of finances. For twenty-nine years, is it not, we have had our Secretary-Treasurer, Mr. H. A. Mason, with us, and it is really unnecessary for me to introduce him to those of you who have been attending the annual meetings of the League for these many years. The fact is I think he had better introduce me, and so you will have the pleasure again of listening to Mr. Mason in his annual report. (Applause).

MR. MASON: Mr. President, delegates to the League and everybody: It is a pleasure again to be here, and I have added one more year to the length of the existence of this organization. I am presenting here the twenty-ninth annual report of the financial condition of this organization.

Now, Mr. President, it has always been my custom after presenting the report, to indulge in a few remarks. I do that for the reason that I know that when the rest of you get to talking I will not have a chance. It will really be the only opportunity I shall have to say a few words, and as I have indulged in that practice for the last twenty-nine years I hope you will bear with me for just a few minutes.

I think that most of you know that during the last twenty years I have been actively engaged in public service, having been an employee of the great city of San Francisco with that number of years of continuous work. I took a notion a couple of months ago to retire, so just at the present time I am out of the public service. Yet, do not understand me to mean that I have retired from active life. I do not believe that there is such a thing as real retirement. I am just as active today as I ever have been, and I expect to render public service during the rest of my life in different capacities, possibly

rendering more service for this organization than I have during the past ten or fifteen years. Really I have felt better, I have got rid of some of the cares and responsibilities and I feel a little freer, feel younger; even my friends say so. The other night or shortly after I retired from the city's service, I went home and my wife asked me, "How do you feel now, that you have not quite so much to do; that you are free?" I said, "Why, I feel younger, very much younger; ready to enter into any new work with all the enthusiasm of youth." And I said to her, "Really I think I am going to start in now and carve myself out a career." "Well," she said, "It is about time." But I don't know but that I might do that. I may have ten years or so, and with the help of my friends here, perhaps I can go out leaving a good name. I think though that I know I am going to leave a good name, because I have left as a legacy for all time, I hope, the League of California Municipalities.

I was asked after my retirement, by a friend of mine, whether or not, with my experience, I would recommend to a young man the entering of the public service as a career, and impulsively I said no; that I thought other lines of effort could be better followed, but after I got to thinking it over I concluded, "I am wrong; I have made a mistake." I think that public service gives the best training that a young man could have to achieve distinction. Of course there are some draw-backs—there is no questioning that. If a man has high aspirations there will be some disappointments to be met with, especially if he should enter through the medium of the Civil Service Department. That department is, to some extent, stifling upon a young man's ambitions and quashes, to some extent, his high ideals, because promotion is slow; it is very difficult to get out of it; it is a sort of permanent insurance that he will be

given employment, but it is also a sort of guaranty that he will not get very high in the public service. You have got to break away from it if you want to really accomplish something. Also, if you go into public service with the idea of making money, you had better not start. That is an idea that might as well be thrown into the discard. Public service does not bring riches. I have never seen one yet, honestly or even dishonestly for that matter, acquiring great wealth in the public service. The rewards are not in that line, but there are other fields, and as I look back now to the past thirty years I can see a great transformation in the method of the conduct of public affairs and particularly of municipal affairs. We are living in an age of science now. It is a wonderful world we are living in. We do not realize it, perhaps until we listen in and we hear the radiations proceeding from the earth to the stars, and the night filled with music and song. Those things that are dear to us and are conducive to the highest and most satisfactory life are the products of science, and science has touched the cities with her magic wand, and the progress that has been made in the last thirty years has indeed been wonderful.

Go back with me thirty years; only the very largest cities of California employed an engineer, a professional man, a scientist, for that office. Since that time that profession of engineers has multiplied and extended into different fields, and we now have engineers of half a dozen different sciences, electrical, sanitary, traffic—most every profession now claims as a part of its title that of engineer, and the cities are employing them, giving them an opportunity to exercise the very best and highest talents that they are capable of employing. Our health departments are scientifically conducted today, with the aid of their very best medical minds, with the best of our sani-

tary engineers, and the medical department is truly scientific. Our department of public works employs its building engineers and sanitary engineers, hydraulic engineers, its electrical engineers, and I don't know how many others, so that today that department is practically scientific. Science, you know, is that business which searches for facts, which analyzes the different prevailing conditions, and harmonizes its facts and finally determines cause and effect. That is science, and we are proceeding scientifically now in every one of our municipal departments. We are evolving the new profession of city manager, which is a combination of many professions. One city manager told me that he did not think it was a real profession because it involved so many other professions, but I said, "That's just the reason why it should be a distinctive profession, because one has to know something of engineering, something of sanitation, something of finance, something of sociology, something of psychology—really all of the sciences must be called upon if you expect to accomplish the best and highest results." The city planners in their field of endeavor find their work becoming more and more scientific. They are emerging from the guess-work and speculative fields and are now ascertaining facts of city growth, of city development, and they also have to make use of the various professions, and theirs is a distinctive and purely scientific body. Our police departments are now employing criminologists for the purpose of detecting and analyzing crime, and criminal methods, and I suppose soon our firemen, those who extinguish our fires, will be taking upon themselves some scientific name, perhaps calling themselves—well, we will call them "pyrologists." I don't know whether that is proper or not, but "pyro" signifies fire and "ologist" science. Why not?

So, in reviewing the progress of the past thirty years and seeing how science has taken hold of the facts of our daily lives and our city affairs, I say that there is a great future for any young man who will give attention to some of these new professions and develop for himself a career and a worthy name. And as for this organization, I want to bestow upon it also the title of being a scientific body. You are not here for the purpose of finding out some new way of making money, you are here for the purpose of finding out facts relating to the public service and how those facts can be utilized for the benefit of your communities and for civilization in general. You are here exchanging the facts which you know with those of somebody else, and in that way you accumulate data which is going to be of service to you. You are to a certain extent analysts. You are going to analyze the various things that are said here, and criticize them, and you are going to adopt those things and those ideas which are good when you go home to the betterment of your communities. You are going to help determine cause and effect. You are going to become recognized, I hope, from now on as a scientific body, and the League of California Municipalities will be considered one of the scientific organizations of the State of California. Ladies and gentlemen, I thank you. (Applause). In regard to my report, it will be referred to the committee for audit and this afternoon when that committee is appointed I will turn over the vouchers to show that there has been no misappropriation of funds.

THE PRESIDENT: We take it for granted, Mr. Mason, that your retirement from public work does not include a retirement from the League of California Municipalities.

MR. MASON: Not a bit of it, no. I could not give up this.

THE PRESIDENT: I was just about to announce that we were not going to let you do so, anyhow.

I very much regret to announce that Mr. Locke is feeling slightly indisposed this morning. I want to assure you that it is nothing that he had to eat last night because I was with him last night and he was in the hands of a very good physician, so it is something that is unavoidable. He begs your indulgence in giving his report, which will be referred to at a later meeting. At this time I will call on Mr. Miller who has a few announcements that he wishes to make. Mr. John H. Miller, City Councilman of Sacramento, and Chairman of the Sacramento Entertainment Committee. (Applause).

MR. JOHN H. MILLER: Delegates to the convention, I have a number of announcements that I wish to make concerning our entertainment program. Of course you all have printed programs but I thought that I might make these announcements a little more impressive if they were given from the platform, because probably some of you have not had a chance to read your programs thoroughly as yet. Our entertainment program will begin this evening at 8 o'clock with a concert by the Sacramento Municipal Symphony Orchestra in this building. The concert will last from 8 to 9 o'clock and will be followed by a lecture by Mr. Ralph L. Criswell of Los Angeles on the Boulder Dam project. Following the lecture there will be an informal reception at which the delegates to the convention are supposed to get well acquainted with each other, and during that reception we will have a concert by the Sacramento Junior College Band. Tomorrow noon, the Engineering Section is to hold a luncheon at the Sacramento Hotel. Any delegate is welcome to attend that luncheon. The price of tickets is 75 cents, but we will want to know how



many of you are going to attend, and we request that you make reservation today, at once, at the registration stand. Following the luncheon, at 2 o'clock in the afternoon the Engineering Section is to make a tour of Sacramento to inspect several large projects that are now under way in this city. The delegates will gather in front of the capitol—that is, between the two new state buildings for the automobile tour. You are all welcome to go on that tour, but we must know how many are going to go so that we can provide the necessary automobiles to care for as many as wish to make the trip. Tomorrow evening in this building we will have a session opening at 8:30 with a half hour of music on our Estey organ. We have installed in this building a \$35,000 Estey organ, and it is a very fine instrument, and Miss Lizzie Griffin, a noted organist of this city, will play. Following that concert we will have an informal dance to which of course you are all invited. The floor in front of the exhibit will be cleared and we will have dancing with a splendid orchestra up until 12 o'clock. On Thursday afternoon we would like to stage, if possible, a golf tournament for as many as wish to play, and E. Horne of Los Angeles has offered two very beautiful trophies for the winners of this golf tournament. One is a set of McGregor clubs for the low net score, another set of McGregor clubs for the low gross score. We would like to have you make it known at the registration desk, those of you who care to participate in this tournament, and tickets will be furnished you so that you can play on the course without green fees. Tickets will also be furnished to you to play at any time during the week without green fees if you would just let it be known that you wish them. If any of you wish to play on the Country Club course, we can arrange for that, and the green fee charge is \$2. That course, the

Del Paso course, is an eighteen hole grass fairway course, and those of you who play golf will enjoy it, I am sure. On Thursday evening we are to have a banquet at the Senator Hotel. The delegates, the accredited delegates to the convention are to be the guests of Sacramento City at that banquet, and others may attend and may obtain tickets by letting it be known at the registration desk, and if a delegate wishes a certain number of tickets he may purchase them at the registration desk. The price for the extra tickets or for those who are not accredited delegates to the convention is \$2.50 each. We have arranged a very interesting program during the banquet. It so happens that this is the night of the Dempsey-Tunney fight, and just about the time that we sit down to the banquet at 6:30, the fight returns will be coming in, and we have arranged to have a loud speaker in the banquet room so that we will get the full returns of the fight during the meal. Following the fight returns, which will consume probably an hour, if the fight goes the limit, we will have a vaudeville entertainment and a few speakers, probably three or four, but no long drawn out program of speakers. On Friday we are planning for your entertainment a trip to Coloma on the American River, about sixty miles from here, by automobile to the spot where Marshall discovered gold in 1848. The place is marked by a beautiful monument, and it is quite a historic spot in the history of California, and I am sure that you will all enjoy the trip. We will be entertained at Placerville during the noon hour and will visit at least one of the packing houses there, which is the largest pear packing house in the world. We will have our lunch at Placerville and the delegates will be the guests of the city of Sacramento at luncheon. It is also necessary for us to know how many are going to make that trip, so we

want you to give that information at the registration desk. In addition we have theater tickets that will be honored at any theater in Sacramento during your stay here which you can procure at the registration desk. Now in closing I want to say that we want you all to have a nice

time while you are in Sacramento, and we hope that our entertainment program will please you, and we do sincerely trust that as large a number as possible will make the trip to Coloma because we are sure you will find it a very interesting one. I thank you. (Applause).

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## REPORT OF THE EXECUTIVE SECRETARY

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*To the Officers and Members of the League of California Municipalities:*

Gentlemen:

Another year has rolled around since our last convention. With the passing of time we find our organization growing stronger in every way, increasing its functions and widening the scope of its influence. The past year has been one of extraordinary activity and accomplishment, the principal achievements being in the nature of new legislation. We were fortunate in being able to secure the enactment of many new and remedial measures at Sacramento, due largely to the friendly and sympathetic support accorded to our organization by the Governor and members of the legislature. Among those matters of most significance and importance to municipalities are the following:

A new law authorizing cities to vote bonds for the acquisition and maintenance of airports.

Amendments to the Penal Code which provide that fines and forfeitures imposed for infractions of the state law by judges of fifth and sixth class cities shall be paid into the city treasury instead of the county treasury. The enactment of these amendments was due in a large measure to the efforts of the Honorable Bradford S. Crittenden, City Attorney of Tracy and member of the Assembly.

Another measure of importance is a new law authorizing the adoption of the

city manager plan of government by cities of the fifth and sixth class. For its enactment the league is under obligations to the Honorable A. E. Brock, ex-mayor of Redlands and member of the Assembly.

One of the most important new laws of benefit to municipalities was one put over by Senator Swing of San Bernardino. It provides that a building code, electrical code, plumbing code, or other codes or ordinances of like character may be adopted by simple reference, on condition that not less than two copies of the code are kept on file in the office of the city clerk. Like Assemblyman Crittenden and Brock, Senator Swing has served as a city official and was in sympathetic accord with the object sought to be attained by your legislative committee in securing the enactment of this measure. The enactment of this new law is one of the greatest achievements ever accomplished by the league and means the saving of many thousands of dollars to the people of California.

Another measure of great importance to our municipalities is a new statute providing for the deposit of public money in banks. The old law was so ambiguous and unintelligible that it has been "more honored in the breach than the observance." On the other hand, the new measure is clear and unmistakable and gives the cities wide latitude in the deposit of public money while, at the same

time, affording ample protection to their funds.

A new law for the organization and operation of city and regional planning commissions was another important measure put over by the last legislature. The new law is based on the so-called "Hoover Act." Several of its provisions are regarded in some quarters as being of questionable constitutionality and, sooner or later, it will have to run the gantlet of the courts in all probability. A discussion of this measure is on the program before the department of city planning.

Your legislative committee was successful in securing the adoption of two constitutional amendments, both of which are of a great importance to the future welfare and prosperity of the state at large as well as our cities and towns. One is known as Senate Constitutional Amendment No. 16. It provides for extended eminent domain or "excess condemnation," as it was formerly called. Its adoption will enable legislative bodies, in the making of certain improvements, to take more land in certain cases than is absolutely necessary for the improvement itself. Such a provision would be of great value in the opening of new streets. The proposed amendment is a little different in form from the one which was approved by the legislature at the league's request some ten years ago. Undoubtedly, the failure of the people to adopt it at the polls was due to the negligence of those interested to wage a campaign of education and explain its merits and importance. However, we are assured that this amendment will have the active support and indorsement of the California Real Estate Association as well as the city officials, and for that reason the outlook for its adoption at the next state election is brighter than when it was submitted ten years ago.

Another constitutional amendment in-

dorsed and actively supported by your legislative committee is known as Assembly Constitutional Amendment No. 27, a measure introduced by Assemblymen Crittenden, Adams, Van Bernard and Mixter. It proposes a modification of the law of riparian rights by substituting the doctrine of reasonable use for the present doctrine of unlimited use. It is down on the program for an extended explanation by two of its authors.

In addition to the measures referred to, many new bills were introduced and adopted at the request of the league's committee for clarifying the street improvement acts. Much of the good work in this direction was due to the untiring efforts of Assistant City Attorney J. Harold Cragin of Los Angeles and our Assistant Secretary, Mr. Postlethwaite.

Among the other important activities of the league during the past year was its participation in litigation and the filing of briefs as a friend of the court in several important cases involving municipal corporations. On September 11, 1926, the executive secretary, in association with former President Kirkbride and City Attorney Symonds of Mill Valley, joined in a brief relating to the use of patented articles by municipalities. It is a pleasure to report that the lower court was reversed and our position sustained.

Another suit in which the league participated and one of far more importance and significance to our cities and towns was the case entitled *Thille v. The Board of Public Works of Los Angeles*. A brief was prepared by the executive secretary in that case and signed by the city attorneys of all the large cities of the state as friends of the court, asking the district court of appeals to reverse the decision of the lower court and sustaining an ordinance of the City of Los Angeles providing for the establishment of setback or building lines. It is a pleasure to report that the district court of ap-



peals, by a majority decision, sustained the ordinance and upheld the right of cities to establish set-back lines. What is more gratifying, however, is the fact that before an appeal could be taken in this case the supreme court of the United States on May 31, 1927, passed upon the very question involved and probably settled it for all time by upholding an ordinance of the City of Roanoke, Virginia, and declaring that the municipalities have a right to establish set-back or building lines under the police power. The United States supreme court upheld the ordinance of Roanoke on all three points made by the city attorneys of California, which were: (1) the right of every dwelling to have an equal share of sunlight and fresh air, (2) the reduction of the hazard from automobiles in backing out from private driveways and passing street intersections, and (3) the reduction of the fire hazard by widening the gap over which flames are obliged to jump in case of conflagration.

The annual income of the league is approximately \$7,025.00 for dues and \$1,500.00 from exhibitors at our annual conventions and other sources, while the annual expenses are approximately as follows:

Rent of Headquarters.....	\$1,000.00
Printing, Stationery and Office Supplies.....	350.00
Salaries of Officials and Employ- ees.....	5,220.00
Telephone.....	360.00
Postage and Telegrams.....	240.00
Traveling Expenses.....	100.00
Reporting Conventions.....	225.00
Law Books and Incidentals.....	60.00
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Total.....	\$7,555.00

Four years ago the municipal leagues

of the different eastern states formed an organization known as the "American Municipal Association," one of the objects being to have the different state secretaries meet annually in some previously selected city and exchange ideas and experiences in the interests of their respective leagues. The officers of the association have expressed the hope that the California league would send its secretary to these conferences occasionally. There is a question in my mind whether the benefits to be derived would warrant the expense. The next meeting is to be held December 19, 20 and 21, at the University of Kansas, and I suggest that the question of sending the secretary to this convention be referred to the executive committee with power to use its discretion in the matter.

Another matter to which I have been giving serious consideration during the past few years is a proposition for establishing correspondence courses for training certain administrative officials such as city attorneys, clerks, assessors, health officers and street superintendents. In this connection it is interesting to note that plans were made recently for conducting a summer school for city officials in one of our southern universities. However, I am inclined to the opinion that much better work in this direction may be accomplished by the correspondence school method, and have received assurances from two well known institutions of learning that they stand ready to back the proposition. I request that this matter also be referred to the executive committee of the league with power to act in the premises.

Respectfully submitted,  
WM. J. LOCKE,  
Executive Secretary.

# FINANCIAL STATEMENT

## League of California Municipalities

by

H. A. Mason, Secretary-Treasurer

### RECEIPTS:

Balance on hand last report.....	\$ 504.54
From dues of members.....	10,025.00
Last year's exhibition.....	876.22
Refunds.....	393.61
Miscellaneous.....	6.05
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	\$11,805.42

### EXPENDITURES:

Total for 13½ months.....	\$ 8,700.70
Balance cash on hand.....	3,104.72
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	\$11,805.42

The expenses were distributed as follows:

Salaries.....	\$3,250.00
Clerical.....	2,670.00
Rent.....	1,157.00
Postage.....	166.00
Office Expense.....	79.10
Stationery and Printing.....	167.24
Telephone.....	387.91
Convention expense.....	254.30
Traveling.....	67.80
Books.....	28.60
Bar Association dues.....	13.50
Magazine Postage.....	133.32
Legislation.....	195.72
Health Dept. Expense.....	84.75

NOTE—The telephone service and clerical expense has been shared by others to the extent of \$393.61, which should be deducted from the foregoing expenditure.

# RESOLUTIONS ADOPTED

## RESOLUTION No. 1 (Uniform Traffic Ordinance)

WHEREAS, a great many automobile accidents and traffic law violations are the result of ignorance on the part of motorists of municipal traffic laws and regulations, and

WHEREAS, a great necessity exists to do away with the multiplicity of such laws and regulations in effect today, and for the adoption by California Cities of a traffic ordinance which will be uniform in its provisions throughout the State, all in the interest of safety and obedience to such laws,

BE IT RESOLVED that the League of California Municipalities, assembled in Convention at Sacramento, California, this 22nd day of September, 1927, does hereby endorse and urge the immediate adoption by all California Cities of the Uniform Traffic Ordinance presented this day for consideration.

(Adopted unanimously, September 23, 1927.)

## RESOLUTION No. 2 (Sewage Disposal)

WHEREAS, the proper treatment and disposal of sewage and industrial waste is a problem of vital importance to many of the municipalities of California,

AND WHEREAS, there is a serious lack of knowledge of the most effective and economical method of such treatment and disposal,

NOW THEREFORE, be it resolved that a committee be appointed consisting of nine members, a majority of whom shall be engineers, and fairly representative of the different sections of the state, whose duty it shall be to secure the necessary publicity to effectually bring to the attention of the California Legislature at its next session, the necessity of making provision for a careful and thorough research and further study under the supervision of the State Department of Health, of Treatment, and disposal.

RESOLVED FURTHER, that said committee be requested to report the progress of its work in this behalf at the next annual convention of the League of California Municipalities, with such recommendations as it shall deem advisable.

(Adopted unanimously.)

## RESOLUTION No. 3 (Set Back Line)

WHEREAS, the rapid development throughout California is resulting in an ever increasing program of public improvements to relieve traffic congestion and provide adequate street and highway facilities and

WHEREAS, the cost of said improvements is frequently heavily multiplied by the cost of widening highways upon which buildings have been constructed to property lines of narrow rights of way, and

WHEREAS, such building construction should conform to well-considered plans for street and highway width and alignment, and

WHEREAS, such results may be achieved by the use of set-backs or building lines thereby providing a pattern for development, assuring the carrying out of needed plans and preventing bur-

densome costs and assessments, now, therefore, be it

RESOLVED, that the use of set back lines be commended to governing bodies throughout California and that a definite and careful method of procedure be devised and recommended in order that such procedure may be within the scope of legal authority and may provide full protection for essential property rights.

(Adopted unanimously.)

## RESOLUTION No. 4 (Public Utilities)

RESOLVED, that the Executive and Legislative committees be directed to investigate the laws of other states providing for the acquisition and construction of public utilities by means of funds obtained by pledging the property and revenue of such utilities without recourse to the taxing powers; to report as to whether such measures could be adapted to this state and if so to present tentative drafts of the same.

(Adopted unanimously.)

## RESOLUTION No. 5 (Thanking Sacramento)

RESOLVED, that the League of California Municipalities extend the grateful appreciation of its members to the City of Sacramento through Mayor Goddard, the members of the City Council and other public officials.

That particular mention be made of the Sacramento Memorial Auditorium, the commodious accommodations of which have contributed so definitely to the success of the sessions of the League as a whole and of the various sections.

That the reception committee headed by Mayor Goddard, the convention committee under Councilman John H. Miller, the convention committee of the C. of C. managed by Mrs. Ruth Kean, and the women's committee under the chairmanship of Miss Susan Smith, as well as many individuals be highly praised for the unusually generous measure of hospitality and courtesy extended to the members of the League and to their wives.

That the committee and individuals responsible for the concert on Tuesday evening, the Ball on Wednesday, the Banquet last night and the many other entertainment features of the convention receive an expression of appreciation from the members of the League.

That special compliment be paid for the excellent performance of the Sacramento Municipal Orchestra and of the High School Band.

And that thanks be extended to members of the local press for their good reports on our proceedings.

(Adopted unanimously.)

## RESOLUTION No. 6

(On the Institute of Municipal Administration)

WHEREAS, there has been a recurring demand for a better opportunity for the scientific study of Municipal Government both on the part of those now engaged in municipal affairs and those contemplating such activity, and



WHEREAS, efforts are now being made to afford the opportunity for such studies and

WHEREAS, the League of California Municipalities finds in this an expression of its highest ideals and purposes,

BE IT THEREFORE RESOLVED, that the League of California Municipalities in annual convention assembled this 23rd day of September, 1927, hereby endorses such efforts and pledges its heartiest support for its success.

(Adopted unanimously.)

#### RESOLUTION No. 7

(Condolence on Loss of E. J. Girard)

RESOLVED, that the sympathy of the League

of California Municipalities be extended to the City of Richmond on account of the death of former Mayor E. J. Girard whose faithfulness in attending the meetings of the League over a long period of years contributed definitely to the success of these annual conventions.

(Adopted unanimously.)

#### RESOLUTION No. 8

(Thanking Dr. Sippy and Officers)

RESOLVED, that Dr. Sippy and the officers of the League be complimented upon the high level maintained by this year's program.

(Adopted unanimously.)

## TELEPHONE REGULATION

By MILTON BRYAN, Deputy City Attorney, Los Angeles

Within the memory of many men, not yet grown old, Alexander Graham Bell took out a patent for "certain new and useful improvements in telegraphy," one of which was "the method of transmitting vocal and other sounds by telegraphy." A little later in the same year, the Bell Telephone was first exhibited at the Centennial Exposition in Philadelphia, and was received with a degree of incredulity and ridicule almost incomprehensible today, when it plays such an important part in the lives of all civilized peoples.

Although the Bell patent is the most valuable patent ever issued in any country, a period of two years elapsed before sufficient capital could be enlisted to effect an organization, when the Bell Telephone Company was organized with a capital of \$450,000.

Notwithstanding the immediate powerful and persistent opposition of the Western Union Telegraph Company, in offering another telephone in competition to the Bell, and attacking the legality of the Bell patents in a series of lawsuits numbering more than six hundred and covering a period of eleven years, the Bell interests have advanced from this unpropitious beginning to a position of wealth, power and influence—and utility—second to no other in the social and industrial life of America.

In the perfection of organization, wisdom of management, personnel and efficiency of officers and expert employees, the American Telephone and Telegraph Company, into which the Bell interests have developed, probably has no equal among the corporations of this country.

In no class of business or service does such complete monopoly exist—a monopoly all-comprehensive in its ramifications. A monopoly of the capital and property devoted to the business; a monopoly of the patent rights; a monopoly of the franchise rights which embodies a territorial monopoly; a monopoly of the sources and production of material, supplies and equipment; a practical monopoly of the experience and scientific and expert knowledge and skill of the business. It is claimed that the American owns outright or controls more than 90% of the telephones in the United States. It owns 78% of the stock of the Pacific Telephone & Telegraph Company, which, in turn, owns the Southern California Telephone Company.

When we consider that the forces of this monopoly are active in every populous community in the land; that its tentacles reach into every factory, shop, bank, office and home; that it gathers political, financial and industrial influence from every element of our social and industrial life, we realize that regula-

tion of the activities of this corporate giant is no light task.

Then, again, when we consider the peculiar and intricate system of corporate organizations through which this great utility operates in serving the various communities of the nation, we are brought face to face with the apparent insuperable obstacle to successful state regulation of telephone rates and service.

The American Telephone and Telegraph Company is, in itself, technically and legally, simply a holding company, except as to long distance lines, but it controls and administers the affairs of the telephone companies of the Bell system as truly and effectually as if there was no other corporate entity than its own. It is the sole source of actual authority. It is the responsible head of the great complex corporate body and dominates the local companies in matters both large and small. It transfers its officers and expert employees from one company to another, depending upon the needs, with little more formality than would the head office of a large utility shift its staff from one division to another. It can mobilize any number of expert witnesses, already fully informed as to the facts, at any time, and at any place. And yet, when public service commissioners seek to put into operation and effect public utilities statutes designed to regulate telephone service, they find that this corporate head, dictating the policies and administering the affairs of the local company, from a distant but safe and strategic position, cannot be brought under the jurisdiction of the state tribunal, and required to give the information which it alone possesses, necessary to intelligently and equitably adjust the rates.

I have deemed it proper thus to enumerate some of the difficulties to be met in telephone rate hearings before our railroad commission. I will now mention a few of the features of a rate

hearing whose importance demand careful consideration:

1. Valuation and rate base.
2. Depreciation reserve.
3. Operating expenses.
4. Division of toll charges.
5. Licensee revenue.

**VALUATION:** There are two well known methods of valuation of the properties of public utilities: Reproduction cost new, and reproduction cost new, less depreciation. The latter appears to be more acceptable to the courts. To these should be added that usually preferred by the California Railroad Commission, historical reproduction cost, and that of the Bell system telephone companies, which they call "actual performance appraisal."

I shall limit my criticism to the latter three. Both reproduction cost new, less depreciation, and historical reproduction cost, appear to be fair methods of arriving at a fair rate base, while the so-called actual performance appraisal is an ingenious method of building up a rate base sometimes exceeding that produced by the reproduction cost new method.

**DEPRECIATION:** While a reasonably liberal allowance for depreciation is advantageous to the public as well as the utility, there is no sound reason for creating a fund greatly in excess of the probable needs of the company. This fund should not be permitted to become a part of the rate base, through reinvestment in operative property upon which a return is allowed, or of any item upon which interest may be capitalized, unless the public receives credit for the amount thus earned.

**OPERATING EXPENSES:** While sound business policy forbids that the utility should be restricted in operating expenses at the expense of the service, a careful check and thorough airing of the expense accounts are likely to result in economies, advantageous to both public and company.



**DIVISION OF TOLL CHARGES:** An equitable division of the revenue derived from toll service over connecting lines, is usually one of the important factors in a rate hearing. While circumstances and conditions may vary somewhat in different communities, the minimum compensation which a local company should receive from a connecting toll company in any event should be its out-of-pocket cost covering the work done by it in connection with the toll business plus a reasonable profit. In arriving at the cost of this service, maintenance and depreciation, as well as traffic and commercial expenses incurred in connection therewith, should be taken into consideration.

**LICENSEE REVENUE:** The so-called licensee contract is a contract between the American Telephone and Telegraph Company and its subsidiary, the local company, whereby it is agreed that the parent company is to receive  $4\frac{1}{2}\%$  of the gross revenue of the local company, for which the latter is to have the use of certain transmitters, receivers, and induction coils, right covering apparatus, devices, methods and systems, financial and engineering advice and assistance, and other privileges and benefits.

This contract has been the object of attack in many rate hearings and the litigation growing out of such hearings. The courts have usually sustained the contract—probably because of the inability of those attacking it to show the necessary lack of consideration passing from the parent to the subsidiary company.

While there can be no reasonable doubt that valuable services are rendered the local companies by the parent company, which redound to the public benefit, there appears to be a quite general, and perhaps well founded, opinion upon the part of those whose duty it is to represent the public in rate fixing, that the parent company has taken advantage of its

domination over its subsidiary to exact an unjust charge for the services rendered. If this opinion is not well founded, the American Telephone and Telegraph Company has been unfortunate in pursuing a policy which encourages suspicion of the fairness of its charges, in that it has consistently refused to come before a state regulatory tribunal, when so requested, and explain its operations in this respect. So far, the state commissions have not found any way to compel the American company to appear and testify, or otherwise furnish the desired information, and it does not appear that they are likely to find any.

It is practically impossible to arrive at an intelligent and equitable adjustment of telephone rates in the absence of the facts governing the value of the services for which the local company gives up  $4\frac{1}{2}\%$  of its gross revenue, a fair division of toll charges, and the cost of production and fair price of the telephone equipment and supplies which the local company is obliged to purchase from the parent company and its subsidiaries, the Western Electric and Graybar Companies.

It is my opinion that these facts can be ascertained, and such relief as their disclosure may justify realized, by the Interstate Commerce Commission, and through that tribunal alone.

And now, in conclusion, if I may suggest the procedure by which such result may be achieved, I will suggest that, by concert of the municipalities of California, the California Railroad Commission should be petitioned to take the initiative in requesting the Interstate Commerce Commission to enter upon a nation-wide investigation of the operations of the American Telephone and Telegraph Company, including its dealings and relations with its subsidiaries, with a view to ascertaining the nature and value of its services to its subsidiaries and fixing reasonable charges



therefor, making equitable division of tolls, revenue, and ascertaining the cost of equipment and supplies and the fair price therefor, and taking such action with regard to any violation of the Clayton Antitrust Act as shall be found proper. Said petition to the California Railroad Commission should set out a complete and carefully prepared program to be followed by the commission in its application to the Interstate Commerce

Commission which should include a plan to secure the co-operation of all the other state regulatory bodies in such application to, and hearing before the Interstate Commerce Commission.

My acquaintance with the members of the commission leads me to think that, at no time within the last seven years, would such a proposition be accorded a more sympathetic reception.

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## COMMENTS

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Led by JOHN J. DAILEY, Special Counsel of San Francisco

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Special problems are met with in each individual rate case, and special problems arise out of the particular class of service rendered by each utility company. The telephone case is no exception in this regard.

The mechanical equipment for rendering telephone service is complex. Pro-rations of expense and revenue between central exchange areas and various exchanges over the company's system are not easy. The receiving and transmitting of toll messages over and into other systems controlled by the American Telephone and Telegraph Company presents problems not easily solved. Another difficulty arises from the fact that the Pacific Telephone and Telegraph Company operates not only throughout the greater part of California but in other states where such operation is not subject to control by our Commission. The contractual relationship between this company and the parent company, the American Telephone and Telegraph Company, has always been a bone of contention in telephone cases. The fact that the parent company, through its ownership of nearly all of the stock of the local company, dominates its every action is

of particular significance in this connection.

Never lose sight of the fact, however, that the big problems in any rate case, and this applies to the present telephone case, are the establishment of a rate base; the determination of a fair rate of return to be allowed on the rate base, considering the character and quality of the service being rendered; and the depreciation annuity allowance, coupled with the practice of the company of charging to operation expense the renewal of many capital items.

Thousands of pages have been written about the method of evaluating the property of a serving utility company. Our libraries are filled with volumes of decisions of courts and commissions on the subject. Yet no uniform method of procedure has been established; no common yardstick for measuring these values has been found.

What consideration must be given to reproduction cost new, so-called, and how is that cost to be determined?

What weight is to be given historical reproduction cost?

To what extent should the reasonable

prudent investment cost be the measure of the rate base?

How much weight should be given to the capitalization of net earnings after due allowance is made for risks and reward or penalty for the class of service rendered?

Has the utility an established going concern value, if so how much? How is it to be determined?

Should a rate base include a specific allowance of this intangible element when claimed.

Search through the conflicting decisions as you will and you cannot find a definite conclusive determination of any of these questions.

When the Supreme Court of the United States decided the Southwestern Bell Telephone Company case in May, 1923, there was great rejoicing in the ranks of the public utility companies. They hailed this decision as a final determination that reproduction cost new was the yardstick by which the value of a public utility property must be measured. Had costs been steadily decreasing instead of increasing the ingenuity of corporation counsel would have been directed along other lines of thought.

The Bluefield Water Works and Improvement Company vs. Public Service Commission of West Virginia followed closely after the Southwestern Bell Telephone case. This decision was claimed by the public utility owners as confirmation of the principles that reproduction cost new must be the basic measure of value.

On the same day the Supreme Court of the United States decided the Bluefield Water Works case it rendered its decision in the case of the Georgia Railway and Power Company vs. Railroad Commission of Georgia. The majority opinion was delivered by Mr. Justice Brandeis. Consternation again arose in the ranks

of the public utility owners. Their pet theory received a staggering blow. In its decision the Court said:

"The lower court gave careful consideration to replacement cost, but held that no rule required 'slavish adherence to cost of reproduction less depreciation.' It discussed the fact that since 1914 large sums had been expended annually upon the plant; that part of this additional construction had been done at prices higher than those which prevailed at the time of the rate hearing; and it concluded that averaging results and remembering that values are . . . matters of opinion. . . no constitutional wrong clearly appears. The refusal of the Commission and of the lower court to hold that for rate making purposes, the physical properties of a utility must be valued at the replacement cost less depreciation was clearly correct."

When the Indianapolis Water case was decided in November, 1926, public utility owners again rejoiced, claiming that this decision again confirmed the doctrine that reproduction cost new must be the yardstick to measure values.

At the present time you will hear representatives of public utilities confidently assert that they are not alarmed over the prospects of rate reductions resulting from any rate case, because, they say, by the application of the doctrine of the Indianapolis Water case they can always establish a rate base much larger than has been heretofore recognized by our Commission.

I do not interpret these decisions as establishing the importance of reproduction cost new to the extent claimed by the utility representatives. A careful reading of the Southwestern Bell Telephone case discloses that an estimate of the actual cost of the company's properties was \$22,000,000 in round figures.

The company's estimate of reproduction cost new was \$35,000,000 and after allowing for depreciation \$31,000,000. The Commission used the adjusted original cost figure of \$20,400,000 as the value of the property for rate making purposes. The court said:

"Witness for the company asserted—and there was no substantial evidence to the contrary—that excluding cost of establishing the business the property was worth at least 25 per cent more than the Commission's estimates, and we think the proof shows that for the purposes of the present case the valuation should be at least \$25,000,000."

This figure it should be noted is some \$6,000,000 less than the depreciated reproduction cost new figure.

In the Bluefield Water Works case the estimates of reproduction cost new less depreciation showed a value of \$1,194,000. The company claimed the fair value for rate making purposes was \$900,000. The Commission's figure was \$452,000. The Supreme Court said:

"The record clearly shows that the Commission in arriving at its final figure did not accord proper, if any, weight to the greatly enhanced costs of construction in 1920 over those prevailing about 1915."

Mr. Justice Brandeis concurred in the judgment of reversal stating in his concurring opinion:

"That the order of the state commission prevents the utility from earning a fair return on the amount prudently invested in it."

In the Indianapolis case the Commission fixed the value of the property as \$15,260,000. The company claimed on appeal that the fair value of its properties was not less than \$19,000,000. It also contended that the cost of reproduction less depreciation, estimated at prices prevailing at the time of the inquiry,

was more than \$22,000,000. It will be observed that the company did not contend for full reproduction cost new less depreciation as a measure of value.

Scrutinize reproduction cost new estimates carefully and you will find most of them full of fallacies. They are all based on innumerable assumptions. A construction program is assumed, also a period for organization, for preliminary surveys, for studying data gathered to determine whether to enter upon the project or not. The companies always assume much time and money will be spent in educating the public to the advantages of the service to be rendered when the system is installed. Such as educating the people that the use of water is essential in the home and in business. That electric lights are better than kerosene lamps. They must educate and train a force of engineers and others so they can construct and operate the system. Their estimates of overhead charges are invariably exaggerated. I do not believe you can find a single instance of a reproduction cost new estimate submitted by a utility company which does not include an estimate for overheads far in excess of anything the company itself has ever experienced in any of its construction. In order to purchase a few parcels of land it is necessary to organize a land department. A properly trained man must be put in charge with innumerable clerks to keep records thereby adding a very substantial percentage to the cost of the land over and above the reasonable market value of the land. Reproduction cost estimates are made of the various units of the system as they exist at the time. It requires the exercise of only ordinary common sense to know that advancements in the art and experience gained over a number of years render absurd the reproduction of such equipment as is now antiquated and almost ready to be junked.



Analyses of these reproduction cost estimates submitted by the utility companies clearly indicate why rate making bodies, like our California Commission, refuse to adopt reproduction cost new as the standard by which to measure present day value of utility properties; also why the courts have never said that reproduction cost new is the measure of value, even though some of the courts have said that present day costs must be duly considered in arriving at the value of the property devoted to the public service.

The dissenting opinion of Mr. Justice Brandeis in the Southwestern Bell Telephone case is a strong and forceful argument in favor of the justness to both corporations and the public of giving more consideration to the reasonable investment made by the owners. This method is much more accurate and dependable. It is true his opinions were not fully concurred in by the majority of the court, but I venture to say that as time passes and more experience has been had the thoughts he gave expression to will be more nearly followed than the somewhat vague and uncertain ideas expressed in the majority opinion. Mr. Justice Brandeis, by his clear and forceful analysis, has thrown a beacon ray of light upon the vexing question, which I believe will in time help to clear away the clouds of uncertainty and misconception surrounding the determination of a proper rate base.

Certain public utility advocates urge that the value of the property of a utility system is continuously changing and must fluctuate with the changing value of the dollar measured by its changing purchasing power. Therefore, they say, the rate base value for the same property must be continuously adjusted by the rate fixing body. Such advocates apparently forget that there are two main elements which must be determined before we can say a rate schedule is fair or confiscatory.

The determination of a fair rate of return, after due consideration is given all factors involved, is just as important as is the determination of the rate base. The changing value of the dollar can much better be reflected in a changing rate of return than in the continuous shifting and changing of the rate base. As the purchasing value of the dollar falls the rate of return must be raised, other things remaining on an equality. This in effect is what has been done. If you will recall there was a time when the high courts of the land held that a 5% rate of return was not confiscatory, later that anything below a 6% return would result in confiscation. Some late decisions hold that anything less than a 7% rate of return is inadequate.

Our California Commission has in the main given more weight to historical investment in physical properties plus present market value of lands than it has to reproduction cost new. Under regulation by our Commission since 1912 the public utilities of our state have generally prospered. I think it may safely be said that no other business enterprises in the state are on a more firm and stable basis than are the great utilities furnishing water, gas, electricity and telephone service to their consumers. Money flows readily into their treasuries when needed for new construction. In general they have all paid substantial dividends. The market values of their outstanding securities continue to mount steadily, and in some notable instances have increased by leaps and bounds and beyond all anticipation. Can these companies say that they should have been more liberally treated by our Commission? Can they say that because the Commission has not adopted their pet theory of determining the value of their properties devoted to the public service on the basis of reproduction cost new confiscation of their property has resulted?

I cannot help but believe that much of the lack of uniformity in procedure and the lack of coherence in legal decisions of the courts of the country are due to the fact that many of the courts have not kept pace with the big public utility developments of the country, and have not kept pace with the very able work done by trained and skilled men who have devoted much time and study to the development and advancement of utility service and the preservation of equities between the companies and their consumers.

Many outstanding, thoughtful and able students of these problems are members of the various state regulatory commissions. They have the assistance of trained engineers and skilled attorneys. We must accord intelligence and honesty of purpose to many of these men. Their particular work is to solve justly and fairly the problems arising under statewide control and supervision of rates and service furnished by these utilities. I am afraid some of our courts have failed to appreciate the tremendous growth and development of our regulated utilities, and how eminently much better off they are under such regulation even though most of the commissions have declined to consider reproduction cost new the deciding measure of value, than when they were exposed to uncontrolled competition and other dangers of purely private and unregulated business.

I will conclude by reminding you that the fair and just solution of the problems involved in any big rate case is of such tremendous importance to the vast body of consumers affected as to call for the very best presentation of the consumers' side of the case that can be made. The consumers are entitled to the same skilled and careful service in this regard as are the stockholders of the company.

The recommendation made by Mr. Bryan, deputy city attorney of Los Angeles, in his discussion of "Regulation of Telephone Rates" at the League Convention in Sacramento is a timely one. When this recommendation was submitted some of us were not familiar enough with the provisions of the Interstate Commerce Act relating to telephone companies to intelligently discuss the recommendation. I have since made some study of the Act and am convinced the commission has the necessary jurisdiction.

The Interstate Commerce Commission, under the provisions of the Act, is given jurisdiction over telephone and telegraph companies in their interstate operations. It can call for reports on the systems of the companies and of their operations, practices, rates, etc., and can adjust such rates if found to be unjust or discriminatory. It can make valuations of such systems as are engaged in interstate business. It has adopted a uniform system of accounts for telephone companies. The commission did hold extended hearings in a proceeding instituted upon its own motion for the determination of proper depreciation percentages to be included under operating expense of telephone companies. The decision in that proceeding was rendered November 2, 1926.

The commission, of course, has not jurisdiction to establish rates in intrastate service, but it could do much in the way of clarifying the situation with respect to the relations of the American Telephone and Telegraph Company with its various subsidiaries, including the Western Electric Company. A thorough report from that body on the question of toll charges and the proper allocation of expenses and revenue incident thereto would be extremely valuable.

## HOW TO AROUSE MORE INTEREST IN CITY GOVERNMENT

By C. E. ASHBURNER, City Manager, Stockton

MR. ASHBURNER: Mr. President and friends, the subject assigned to me is, "How to Arouse More Interest in City Government." That to my mind is very much like a query from some young fellow as to what he should say to his best girl when he wants to ask her to marry him. There is no hard and fast rule for either of those undertakings, and I am inclined to think that most of you are anticipating some hard and fast rules, something that can be used in every place to have our citizens develop more interest in the administration of their affairs. It is very easy to arouse public interest in some particular project at a particular time, but that is not the problem as I see it. What American cities are confronted with today is keeping the attention of their people upon their particular city and its welfare. I believe that if we wish to arouse the interest of the American people in their administration, those who undertake the job have got to be sincere, and the things that they want their people to be interested in have got to be absolutely and entirely for the community good. I don't believe that the Creator of this universe put it into the power of man to fake sincerity. There are some men who for a period of time can simulate sincerity and can appear to be looking out for the interests of the dear people, and so forth, but, my friends, that does not stand, and the true sincerity can be easily recognized in the course of a very short while. So the fundamental of keeping people interested in their community government and management is for that government to be sincere.

We have in the last few years a great influence for good that is in every com-

munity, the city clubs, the luncheon clubs, the women's organizations, and all of these organizations should function through the Chamber of Commerce which is the central point of public opinion in each community, but those organizations are but a gathering together of interested people; they are but tools for developing into actual community results the interest that is in the individual. I believe not so much that it is necessary to attempt to get results out of those organizations as organizations, but if the individual in the community is appreciative of the fact that the city government in his city is his government; that it is operating for his community and for every individual in the community, then you will arouse through your organizations and through the units of those organizations an interest in the administration that you cannot procure in any other way.

I said just now that I do not believe that a feeling of sincerity and a spirit of regard for the good of the community can be faked. It cannot be faked. And when that feeling goes out from those that are representing you in your administration to the people that it is their business that is being looked after, then there is a reflex action from the people which brings them to the highest point of interest in their community.

Now, my friends, the world is not perfect nor will it ever be. The day will never come but what there is a certain number of individuals in every community that are attempting to benefit themselves at the expense of their fellow citizens, but I am here to tell you that if you put into office administrations that cannot be swayed except for the



general good, then you will ultimately create an interest in your people. Do not attempt a lot of rules, for a meeting here and one there, because unless that interest is in the hearts of the individuals it will be a meeting today, a smaller one tomorrow, and you will find that you will drift back into the old way of letting the government run itself.

I spoke just now of these organizations. They are all for good—they would not exist were they not—but there is often the individual citizen, the individual who belongs to no organization, who feels that he has no chance in the community, but he may have some troubles or he may have some good suggestions. If the city employees that represent the administration have it clearly understood that each man's case is a case for them to go into, then you will find interest created in that individual by attention to his business, and his experience will spread throughout the community and you will ultimately in that way get the interest that we all need so badly in our American administrations. Just as one case of smallpox or some other disease can spread out among the people, affecting many hundreds or thousands, as the case may be, just so will the personal interest in the individual and in the club spread through the community and make people feel, "Why here is some one interested in us." Why not help that and bring about that interest that will be of so much benefit to all?

My friends, there is no yard stick for the creation of a general interest.

There is this or that way to create a sentiment and a particular time for a particular purpose, but what we need in America is the continuous interest of our people in the thing that affects them most of anything in the world, and that is the government of their own home town. And along these lines let me tell you that the press of America is the

means to spread to the people the things that are for their benefit. You will find throughout this country, that with very minor exceptions, the press of this country stands for what is good and fair and right in their own home town. They will spend their money, their energy and their time to build up a community which helps each man in it. So tell to the people through the medium of the press, not the things that you did, not the things that you think you should be patted on the back for, not this personal aggrandizement stuff, but the facts that are going on, the truth and what is planned for them, and what has been done with that which is theirs. Show them what the truth is, and you will find that the people will gradually come together with the feeling that, "This is my corporation in which I am a stockholder," and they will stand by their corporation in the things that are truly best for the community.

The majority of American people in every community—I think the majority of people really the world over—are right thinking, clean, law abiding people. If that were not so, where could you live at all? But those people as a rule are a little too self indulgent; they are too apt to stay home on election day and let some minority put their administration into office, and then complain the balance of the year because things are not what they should be. But if you give them the truth, if you make them feel that it is their administration then they will take the interest in their city government that they should take.

My friends, there are no rules, no anything for this thing but the truth presented fully to our people and a service that has one's soul in it, so that it makes the people feel, "This is done for us;" because we are hired to do it for them, but to see that nothing is done for one that cannot be done for this man here

as well. There is the thing that creates an interest in city administration, and I speak for all of your cities. If you have not today a real and keen personal interest in your community, then go home and try to create that in yourselves and in your neighbors because your future, the future of your children, the future of your country, depends upon the interest, the real unselfish interest that the American people take in their own home town. I thank you. (Applause).

THE PRESIDENT: Is Dr. Meyer in the audience? Dr. Carl F. Meyer?

(No response).

We are trying to carry through our programs right on time, and I think we are on time today, so we will not make you late for lunch at all. We have just one or two announcements that are to be made yet. Mr. McNitt has an announcement.

MR. MCNITT: Mr. President and members of the convention, the speakers this morning, including the speaker who delivered the address of welcome, and all of the rest of the speakers, have emphasized the necessity for more interest in our city government and more study of this particular branch of our government. I have been asked by one of the sister institutions in the southern part of the state, to make an announcement which will be of vital interest, I think, to you all and to all members of city organizations everywhere in the state: The University of Southern California, recognizing the growing necessity and demand, as shown by increased interest of city officials themselves in their own governments as well as by the public as a whole—I say that, recognizing that, the University of Southern California has proposed an institute of municipal administration to be held some time during the next summer at that institution in Los Angeles. Mr. Fred Reed has told you of the large amount of learning that the city fathers

of Oakland acquired in our fair city. We want to educate you all in a similar manner, and so the University of Southern California proposes this institute to cover all departments of city government, to be held during the coming year, 1928, definite dates to be later announced. They have a representative here, Mr. Olson, who is here representing the coordination department of that institution and he will be pleased to explain to you more in detail the program of that institution. I thank you. (Applause).

THE PRESIDENT: After registration is more complete we will be able to select our committees, and those announcements will be made at the tomorrow morning session. There is one official of the League whom a great many of you know personally, and he also has a few announcements to make as to certain features of the program. Mr. Postlethwaite, Assistant Secretary of the League of California Municipalities. (Applause).

MR. POSTLETHWAITE: Mr. Locke, the Executive Secretary, asked me to personally state to the delegates that he regretted very much his illness which caused him to be away from the meeting this morning, and he hopes that he will be able to be present tomorrow and take care of the regular order of things and make his report.

I have a few announcements I would like to make: Directly at the adjournment of this session, that is at 12 o'clock noon, there will be a showing of a short educational picture on the manufacture of artificial stone lighting standards, and every one that can do so is urged to stay and see this picture. The gentlemen have gone to considerable expense to procure the projecting machine and the films to show the process by which they manufacture these ornamental standards, and we hope that many of you will stay.

This afternoon we have the pleasure of

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## DEPARTMENT OF ENGINEERS, COUNCILMEN AND STREET SUPERINTENDENTS

Opening Address of Mr. Hogan

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### AFTERNOON SESSION

Tuesday, September 20, 1927

Mr. W. B. Hogan, City Engineer of Stockton, presiding.

THE CHAIRMAN: I will ask those who have exhibits on this floor to kindly refrain from displaying them while the meeting is in progress and also refrain from conversation in their respective booths. I would like to have the attention of the entire audience, and if the exhibitors will kindly favor me in that respect I will appreciate it very much.

Members of the Section of Engineers, Councilmen and Street Superintendents of the League of California Municipalities, I feel that as Chairman of this Section it is my duty at this time to give you a brief account of my stewardship of this organization for the past year: I accepted this position with some reluctance at the last annual convention in Yosemite Valley, but I can now assure you that it has been a great pleasure and benefit to me to have served with this organization for the past year.

Shortly after the adjournment of the convention in Yosemite Valley I was requested by our Executive Secretary to furnish articles for publication in the monthly issue of the League magazine "Pacific Municipalities." This I have been able to do only through the willing and hearty cooperation of various city engineers throughout the state, and I want to at this time express my sincere thanks and gratitude to the following men who have so willingly furnished articles for publication in the League

magazine: Andrew Jensen, Commissioner of Public Works, City of Fresno; A. J. Wagner, City Engineer, City of Sacramento; Colonel A. J. Eddy, City Engineer, City of Berkeley; John C. Shaw, City Engineer, City of Los Angeles; R. D. Van Alstine, City Engineer, City of Long Beach; W. L. Popp, City Engineer, City of San Jose; W. W. Harmon, former City Engineer, City of Oakland; L. F. Barzellotti, City Engineer, City of Lodi; J. E. Mackie, Building Inspector, City of Long Beach, and Secretary-Treasurer of the Pacific Coast Building official conference.

I know that those of you who read the articles will agree with me that the same were well written, intensely interesting and instructive. It was indeed gratifying when I requested an article for publication to have received the ready response which I did from practically everyone.

Preparatory to the arranging of the program for this Section, I communicated with many engineers located in all parts of the state, and expressed my views as to the nature of the program for this convention. My ideas as to the proper program for a convention of this character were that we should get away as far as possible from sectional problems and the petty details of our every day business and professional life and consider some of the broader problems affecting the entire State of California—problems in which engineers, street superintendents and councilmen, and in fact any citizen of the state should be vitally



interested. This opinion met with almost the unanimous approval of those with whom I communicated and asked advice of.

It is my opinion that the engineers especially are too prone to lose themselves in the details of their every day professional life and not give sufficient consideration to the bigger and broader problems of our commonwealth. Being an engineer, it is possible that I might be giving too much consideration to the engineering branch of this Section and not enough consideration to the other branches, namely street superintendents and councilmen. If I have done this, I hope that those latter representatives of our Section will excuse me, for I cannot help but feel that the program which you will listen to this afternoon and Thursday afternoon is one in which every Californian, regardless of his vocation, is very vitally interested.

I feel that this section of the League of Municipalities has failed to take the outstanding position that it should in this organization.

I sincerely hope and trust that all representatives of this section of the League will get squarely behind your presiding officer for the ensuing year and help him elevate our section to be one of the outstanding sections in the League of California Municipalities. In the course of the next twelve months if you are called upon at any time by your Chairman to write up an article for publication or to do anything else, don't excuse yourself or beg off for lack of time, get busy and perform the task assigned to you. You will get more out of it than your Chairman, most likely.

W. P. Popp, City Engineer of San Jose, just got up from a sick bed and had been away from his office for several weeks, but when I called upon him for an article for publication he gladly furnished the

same without any equivocation. He did not beg off for lack of time, but he immediately came through with an article upon ornamental street lighting in the city of San Jose. That is the spirit I like to see.

We are presenting to you this afternoon and Thursday afternoon some of the leading men in public and private life in the State of California. I earnestly request that each and every delegate to this convention, as well as all visitors, make the sincerest effort to be present at all of these meetings and give their undivided attention to each and every speaker on the program.

It is my pleasure now to present to you our first speaker on the program, Mr. A. G. Mott, Chief Engineer of the Railroad Commission of the State of California. He will talk to you upon the grade crossing problem of the State of California. Mr. A. G. Mott. (Applause).

MR. MOTT: Ladies and gentlemen, I am not unappreciative of the privilege you have accorded me to meet with you, a group which as I conceive it is probably the most representative group of the public of this entire state. I have been pleased to hear the breadth of program that your Chairman has indicated and that you are undertaking in connection with the problems that affect the public of our state.

THE CHAIRMAN: Mr. Mott, on behalf of this section of the League and the League in general, I want to thank you for your splendid paper on the grade crossing problem in the State of California. I think we are all agreed that that is one of the biggest problems confronting the people of California today, and it behooves us to give it serious consideration.

Our next speaker needs no introduction. He is almost a native son, having been in California nearly twenty years. I had

*(Continued on page 379)*

# Grade Crossing Problems in California

Presented to the Department of Engineers, Councilmen and  
Street Superintendents of

## THE LEAGUE OF CALIFORNIA MUNICIPALITIES

By CHIEF ENGINEER A. G. MOTT

*of the Railroad Commission of the State of California at Sacramento, Sept. 20, 1927*

The grade crossing problem is, I believe, a peculiarly appropriate topic for your consideration as representatives of all municipalities of the state.

It is a fact that the most serious grade crossing situations in the state are those in the municipalities, and in my opinion, it is neither an accident nor a mere coincidence that this is true. Both our railroads and our highways justify their existence only as they serve the people. The number of our highways and railroads must be somewhat proportional to the number of people to be served, so it is apparent that both highways and railroads are to be more frequently encountered in and near our centers of population than in the areas of more scattered population. Stated another way both the railroads and highways tend to converge generally toward our cities, resulting necessarily in there being more frequent crossings of one by the other in and near the cities. The problem, therefore, of dealing with the crossing question is of very real concern to the municipality.

The general topic "Grade Crossing Problem" may be properly considered under two main subdivisions:

(1) The question of grade crossing elimination.

(2) The question of grade crossing protection.

Let us consider each of these in turn.

It requires no special demonstration to convince most people of the importance of grade crossing elimination. The record of serious grade crossing accidents, the enormous growth of our highway traffic (increasing, I am informed, at the rate of more than 30 per cent a year), and the

continually increasing number of motor vehicles owned are all matters of such common knowledge that the public generally feels well convinced of the importance of eliminating as many as possible of the grade crossings of the state. The magnitude of the task, however, is almost appalling. When it is considered that there are approximately 12,500 grade crossings in the state, not considering street car grade crossings, and that it would cost about one and one-quarter billions of dollars to eliminate them, we are staggered. Assuming that this task were undertaken and the cost were equally divided between the political subdivisions, on the one hand, and the railroads, on the other hand, the political subdivisions would be faced with an expenditure of \$625,000,000, and, of this, something more than \$400,000,000 would probably be incurred inside of municipalities. When this is thought of in terms of the fact that this is a six times larger sum than our municipalities have expended on all their public buildings during their entire history (\$67,000,000), the picture becomes particularly discouraging. This situation, like most others we encounter in practical life, gives another example of the truth that ideals or perfections, as practical matters, are impossible of attainment. But a recognition of the magnitude of the task and the difficulty of attaining perfection should not deter us from going as far as we can toward perfection.

A careful analysis of individual cases would, of course, demonstrate that the greater part of the \$625,000,000 necessary for grade crossing elimination in toto can-

not, in this generation, be financially justified, even though it were possible to increase our tax burden by 15%, and our transportation burden by 20%, to reach the ideal of perfection. Such enormous increases in taxes and transportation charges devoted to a single kind of benefit would almost completely choke our industrial prosperity. The justification can probably be fully demonstrated, however, for undertaking, in a comprehensive way, the elimination of about one-fifth of our grade crossings at this time (these, of course, to be the one-fifth that are most objectionable). Such a program would call for an expense of approximately \$125,000,000 on the part of the political subdivisions, and the major portion of this, under our present methods of financing, would be a burden directly upon the municipalities, due to the fact that by far the greater portion of the aggravated grade crossing situations which we have are in the municipalities. Even such a program would probably require a general increase of around 8 per cent in our municipal taxes and, while this might be theoretically possible, I have a grave suspicion that most of our municipalities would seriously question whether their individual benefits were commensurate with such a cost to them.

It has already been stated that most of the serious crossing situations are situated within cities, but it by no means follows that the use of crossings within these same cities is limited to the strictly local traffic of the cities. No observing person can question the fact that the more heavily traveled and dangerous crossings are used partially by local traffic and partially by what may be termed through or general traffic. In other words, the beneficiaries of grade crossing elimination within a municipality often are in part local taxpayers, and in part persons who do not pay local taxes, that is the general traveling public at large. I have little doubt that much

of the reluctance that has been encountered, on the part of municipalities to burden themselves with heavy costs for grade crossing elimination within their boundaries, has been due, in a large degree, to the feeling that others would benefit from the improvement without bearing their fair share of its cost. If this be true, our best hope of real progress in any program of grade crossing elimination would be in some more equitable manner to distribute the burdens over the entire traveling public benefited. That this is no theoretical conclusion, but has a very practical bearing upon the facility with which our problem is going to be met, is borne out, to my mind, by the fact that there is one class of crossings in which this burden has already been more generally distributed to the whole traveling public, viz.: those on our state highway system. No one denies that the people of the state, as a whole, use and benefit from our state highway system, and clearly the highway users as a whole, pay the bill as indeed most of us believe they should. Now as a matter of fact, under this policy of general distribution of both benefits and costs, now only have we developed a wonderful highway system as far as road alignments and road surfaces are concerned, but we have found that this very problem of grade crossing elimination has been very much more aggressively met on the state highway system than elsewhere. Yet, I believe that it can be demonstrated that there is no more inherent necessity for grade crossing elimination on state highways than on other major traffic arteries not actually under State Highway jurisdiction. In fact, many of the most serious grade crossing situations that we have to face are those crossings over which pass the state highway traffic through the cities, augmented by the local traffic of the city itself.

There are several ways in which this

*(Continued on page 391)*



MEETING OF ENGINEERS, COUNCILMEN AND  
STREET SUPERINTENDENTS—Continued.*(Continued from page 376)*

the pleasure of knowing him shortly after he came to California. I think the first job he had in California was in San Joaquin County where I come from. He came out to the United States Bureau of Public Roads to establish an object lesson highway. We spent a few thousands of dollars on that, and that little object lesson road was the cause of the county afterwards voting two million dollars in bonds to improve its system of highways. Los Angeles County took the lead and San Joaquin County second.

Mr. Morton built the system of highways in San Joaquin County, in Sacramento County, in San Diego County and other counties in the state. I think there is probably no other engineer in the State of California who has had a wider experience in highway construction. He is now Chief Engineer of the Highway Commission of the State of California, and it is my pleasure at this time to present to you Mr. R. M. Morton who will speak to you upon California's highway system. Mr. Morton. (Applause).

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CALIFORNIA'S HIGHWAY SYSTEM

By R. M. MORTON, former State Highway Engineer

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MR. MORTON: Mr. Chairman, and ladies and gentlemen, if Mr. Hogan had stopped just a few sentences behind where he did—well, that sounded to me like a eulogy.

I am always glad to address a body of men who are interested in engineering and construction work on the subject of California's state highways. The subject, of course, is very broad. Almost every place you touch it you uncover some new angle that you had not thought of. So I can only give you a rather inadequate word picture of what the state highway system is today, but a great deal is being done to keep its development paced with the retirement.

Highway construction in California presents as many difficulties as are found anywhere in the world. Our roads pass over the highest mountain ranges and across valleys below sea level.

They extend hundreds of miles across barren deserts. They are located through irrigated and highly developed lands, with attendant right of way problems. Some are located in the roughest country. They pass through the world's greatest belt of large timber. All conditions of rainfall are encountered, from a few inches to one hundred inches per year. All varieties of soil must be dealt with, ranging from drifting sands to the unstable adobe and the saturated blue clays, which are forever sliding. Climates range from the hottest in which human life is possible to the zero winters of the high Sierras. One of our roads is straight for forty miles. We have highways which contain the most curves of any in the country. Our roads carry traffic to Yosemite Valley and Lake Tahoe, two of the wonders of the world. We have many miles of highway located inside the

limits of cities, and there we deal with city conditions and problems.

State highway problems have had the benefit of the best constructive thought, both on the part of administrative authorities and employees. Our highway building has been remarkably free from taint of scandal or short-sighted political manipulation. Certainly no state can show a record more clear and pleasing. No organization could be permeated by higher ideals than those which actuate the Department of Public Works and the Highway Division, from the top to the bottom. It is the earnest endeavor of every highway employee to bring public support to the organization by making the work practical, and by delivering real transportation service. We know that we cannot afford to operate in a rut. Highway standards and usage are in a state of flux. New ideas must constantly be forthcoming to meet the changing conditions. Many ideas for steady development of the state highway service emanate from the engineering, construction and maintenance branches of the organization.

No one denies that errors of judgment have been made in planning and building state highways. The experience of the past is the best guide in planning for the future. Individuals who cannot profit by past errors are not wanted in the highway organization.

Except for a few legislative state highways prior to 1910, the State Highway system had its inception in the enactment of the first bond issue measure for \$18,000,000, to provide main line roads north and south in the Imperial Valley and along the coast, connecting the county seats, and such additional lateral roads as were necessary to reach the county seats lying easterly and westerly of these main lines. The first Highway Commissioners performed a most re-

sponsible task in making the detailed selection of some 3,000 miles of highway authorized under this Act. Their work has proved to be the backbone of all subsequent state highway financing and construction.

The fifteen million dollar bond issue measure of 1915 added some 700 miles of state highway, and the forty million dollar bond issue of 1919 about 1,850 miles more. Legislative enactments from time to time have added about 1,000 additional miles, until now our state highway system includes almost 6,600 miles of the main roads of California. These highways were designed to give service to practically all sections of the state, and a glance at a state highway map shows lines in every corner.

In the state highway records 2,655 miles are carried as constructed highways. 1,410 miles have been partially constructed; that is, grading or temporary surfacing has been placed where paving will eventually be required. 2,525 miles have had no construction expenditure. 3,935 miles still remain to be completed out of a total of 6,590 miles.

In spite of the large uncompleted mileage, we already have a tremendous asset in the constructed portion of our state highway system. Two long ribbons of pavement are completed between our two large cities, Los Angeles and San Francisco. All of the cities in the large interior valleys are located on completed portions of the state highway system. We have good grades well maintained with gravel surfacing, leading into many sections of our mountains. We have a system of maintenance under which all state highways are kept to a standard which is the criterion in most counties for local road work. There is steady progress in extending construction, particularly through additional grading, surfacing and oiling. Our existing state

highway system is a vast asset whose influence upon the welfare of the people of the state cannot be belittled. A week's trip through the state on the smooth, well aligned roads, capable of sustaining any speed, will convince the most skeptical that our state highway building has been worth while.

Unsatisfactory conditions of the state highway system have been frequently analyzed by various agencies as well as by the highway commission itself. The Bureau of Public Roads in 1920 made a comprehensive investigation. The Automobile Associations have added their suggestions. Various civic organizations have analyzed the situation and made reports to their members. Not least among these contributions are the majority and minority reports of the highway investigating committee, created by the legislators in 1923 to recommend to the 1925 session a means of financing more highway construction. This committee conscientiously traversed every mile of state highway, held meetings in all county seats, listened to the complaints of every community, and solicited suggestions as to new lines of state highways, changes in existing lines, and methods of further financing. The reports of this committee furnished the first authentic instrument of talk of completing the state highway system, and those estimates amounting to over \$200,000,000 helped to bring home to the people the fact that state highway financing and construction were not matters to be casually dealt with.

Funds for maintenance, widening and resurfacing of state highways, as well as additional revenues for the counties, were provided in 1923 by the two cent gas tax measure and the motor vehicle license tax. Through these measures and the transportation tax, the state's income for highway maintenance and reconstruction only will be about \$27,000,000 for the two year period ending July 1st of this year.

The interim between the report of the committee above referred to and the 1927 session of the Legislature crystallized public sentiment in favor of financing more construction, with the result that the additional one cent gas tax measure passed at the 1927 session, effective on July 29 of this year, provides for the first time a business-like and adequate means for financing state highway construction. The new one cent tax on gasoline will produce between fifteen and sixteen million dollars during this biennial period, and thereafter will provide not less than \$10,000,000 annually. This money coupled with federal aid of about \$2,500,000 per year will permit of substantial progress being made in extending the construction of the state highway system. The highway division operates under the state budget system in a manner similar to all other state agencies. The budget for the present biennial period, as approved by the Legislature, a detailed plan. The revenue is predicted to be \$27,100,000 from motor vehicle fees, the state's share of the two cent gas tax and the transportation tax under constitutional amendment in 1926. The proposed expenditures include salaries of a complete list of staff employees for both central office and the district; also proposed maintenance expenditures are segregated as follows: general maintenance, major slides, specific maintenance, oiling of rock surface roads, maintenance stations and shops, new equipment, and proposed widening and reconstruction work involving some \$15,000,000 on 164 separate projects throughout the state. The budget of the highway division for the present biennium is as complete in detail as it is practical to make it, and a study of it will convince the most ardent budget advocate that the highway work is being controlled in a business-like manner.

Supplementing the state budget re-



quirements, there is set up by the department a further control of expenditures. No project, whether it be a preliminary survey or minor improvement costing only a few hundred or a thousand dollars, or a major reconstruction project, can be placed under way without complete estimates being prepared by the district engineer and embodied in a work order request for an allotment of funds. The districts are held responsible for the expenditure of allotments in the amount and for the purpose approved. Our accounting system is designed to show at any time the amount expended for any class of activity, and the balances remaining in control work orders.

The major requirements of the highway system fall into several classes. We need wider pavements throughout the state, particularly adjacent to the cities where heavy local traffic demands service. We require additional roads entering some of the cities, where present lines are poorly located or cannot be expanded beyond their present width. We must complete the obligation of the first bond issue and build the roads to the eight county seats still unconnected with the main lines. We need to extend our roads to the state borders so that we may no longer be accused by neighboring states of preventing their traffic from reaching us. Everywhere we need more recreational roads to aid in the development of vast recreational areas now inaccessible. Almost every county contains such areas; and they cannot become well known or completely developed without additional highway facilities. Most of all, we need a definite highway plan to work to which will be prepared for five, ten or fifteen years ahead. New lines for traffic must be anticipated. Such a plan must exist, so that all of our present work will conform to the ultimate development.

A movement of considerable strength is recognized on the part of some in-

corporated municipalities to obtain for their own use a portion of the revenues now accruing for state and county highway purposes through the gas tax and auto vehicle license fees. The justification for the idea of sharing this money with the cities lies in the undeniable fact that many vehicles operate almost entirely within the city limits. The facts behind the contention cannot be denied, but there are strong arguments against such a division of this revenue: first, in an agricultural state such as this the prosperity of the cities, where taxable wealth is compensated, is dependent upon the prosperity and development of the country districts. The country districts alone cannot develop the highways which are required both to cheapen local transportation and to serve the recreational requirements of the city dwellers.

Second, the cities can finance street improvement by local assessment, by means of which the abutting property shares its proportion of the cost, in accordance with benefits. There is no legal means, however, for aid in the financing of state highway construction by assessment upon abutting properties, although there is the same increment in value occasioned by the improvement. This power of local assessment, coupled with powers of general taxation, already places the cities in a position of financial advantage, compared with the state. Every city has highway needs outside of her own boundaries, and insistence upon participation in revenues provided to state and counties for that especial function would certainly curtail suburban road development.

California has a length of approximately 900 miles. Its width varies from 250 to 300 miles. The capital, with the principal state offices, is situated at Sacramento, north of the central portion of the state. The physical barriers of distance, mountain ranges and so forth,

have required the establishment of district offices to properly conduct the highway work. These districts are now ten in number and are located at Willits, Redding, two at Sacramento, San Francisco, San Luis Obispo, Fresno, Los Angeles, San Bernardino and Bishop. The district plan of organization furnishes the best means of educating employees as to the peculiarities affecting a particular area in regard to soil, climate and rainfall conditions, supplies of building material, traffic requirements, and tendencies, labor markets and all matters affecting the industry. Most of our districts are as great in area as important eastern states. Each district is in charge of a district engineer, who is responsible under general supervision of the central office at Sacramento for the location, surveys, inspection of construction and maintenance of the state highways in his territory. The district employees are required to work to certain methods and standards fixed by the headquarters office, but are encouraged to recommend departure from those standards in such cases as may require it. The headquarters office at Sacramento operates for management rather than for handling of detail.

The district organizations furnish for the vast majority of the people of the state the only contact with the division of highways. Each district engineer is the local state highway authority in his territory. He operates with the help of assistants on construction, maintenance, equipment and accounting, and is responsible for the actions of his assistants. He and his assistants deal with local problems, have much contact with local officials, render advice when called upon, and transmit to the headquarters office only matters of policy or those which involve allotment of funds. The number of staff employees of the highway commission reached its maximum in 1922,

when there were some 900 men and women on the pay roll. At present there are 532 staff employees, with a monthly payroll of \$96,000. In addition there are 1,487 maintenance employees, including foremen and laborers. The expense of the highway organization necessarily of course extends over several functions which are not directly a part of highway construction itself.

The assumption that any type of pavement will, under heavy traffic bridge over a poor foundation is unwarranted, and therefore the utmost attention is being paid to the preparation of foundations. We are definitely engaged in the stage construction of our highways; that is, the building of grades and drainage and the placing of a cheat and temporary surface to take care of travel during the period when the road bed is taking settlement. Throughout the state this policy is being pursued. Weather and traffic are the most dependable methods of stabilizing foundations.

California, like all the other western states, has practically eliminated construction of waterbound macadam with the use of large rock. In its place we are constructing surfacings of quarry run, crushed rock or gravel all screened through a 1 inch circular screen. The surfacing is usually compacted by hauling and dragging, rolling and watering being dispensed with. Such a surface can be maintained in smooth condition by dragging only more readily than waterbound macadam made of large rock.

The necessity of eliminating the dust nuisance on rock surfaced roads and preventing excessive loss of material by wear, has resulted in a close study of the best practice in protecting such roads by means of oiling. We are awake to the fact that there is virtue in the use of asphaltic oils in protecting rock surfaces against wear. Several hundred miles of highway have been oiled this year at a



cost ranging from \$1,000 to \$1,500 per mile. Although this work is usually classed as maintenance, in most of the locations where it has been properly done, a practical and economic highway construction has resulted. We believe that with the proper use of light oils, surfaces will be obtained of a quality which will serve reasonably heavy traffic for a long period, with low maintenance expense. By further development of methods and determination of the factors which insure success, building expensive pavements can be postponed on our light traveled roads, thereby releasing more funds for the extension of our roads and for the installation of pavements where traffic is so heavy that nothing but the best will serve.

We use both asphaltic concrete and hydraulic concrete pavements, endeavoring to select in each case the type most suitable for the location. The major portion of our paving work is now being done, as widening or thickening of existing pavements under the reconstruction program. This type of work varies from widening certain sections of existing pavement with flush shoulders built of concrete, at an expense of from \$7,500 to \$10,000 per mile, through other combinations of shoulders and light asphaltic top, to the heavy Portland cement second story work. The cost varies from \$7,500 to \$35,000 per mile, depending on location, type selected and width.

Much engineering data of a special nature has been accumulated by the highway engineers. For instance, our experience with drainage in the counties forming District No. 2, including Siskiyou, Modoc, Lassen and Shasta, shows a percentage of runoff far greater than the average for the state. Bridges and culverts constructed in that section must generally be much larger than would be indicated by the drainage area, not on account of the excessive amount of rain-

fall but on account of the rapidity of the runoff. In the desert sections we find it advisable to depress the grade of the highway slightly below the ground level. The occasional quick runoff caused by cloudbursts, together with the amount of sand and sediment carried by the water, prevents successful operation of culverts and bridges. Therefore, the roadways are constructed to allow the water to pass over.

In maintaining roads in the drifting sands found in the southeastern part of the state, we have learned several ways to protect the highway. Excavations made through a sand dune parallel to the direction of prevailing wind will sometimes result in its disappearance in a single wind storm, whereas, without the channel the dune will move and cover the highway. We also find that excavations made at the base on the lee side of an approaching dune, will cause air currents which will arrest the forward movement of the dune.

As a result of two years of study, the grade line on the highway constructed across the notorious 7 miles of sand mills in Imperial County is established within a few feet of the top of the dunes, and by protecting and oiling the slopes of the embankment, we find that the sand blows across the highway and does not lodge upon it in quantity.

For four years we have regularly counted traffic on the state highways. We now have about 700 selected points where traffic is counted twice each year, in July and January. The peak of traffic comes on Sundays and averages about 25 per cent of the total traffic for a week. The five days of the week from Monday to Friday, inclusive, will total about sixty per cent of the weekly traffic. The Saturday count is larger than other week days but less than that of Sunday. The greatest average traffic on state highways in July, 1927, was in the San Fran-



cisco district, which comprises nine bay counties. To obtain the comparative density of traffic we multiply the average of the actual counts of each two adjacent stations by the distance in miles between the two stations, total the results for the entire district and divide this total by the sum of the mileages between stations. The weighted average traffic density for the San Francisco district was 6,595 vehicles. The Los Angeles district, comprising four of the southern counties was second with an average weight of traffic of 5,207 vehicles. The San Luis Obispo district is third, and the Bishop district comes last.

Traffic studies indicate the capacity and limit of usefulness of certain widths of pavements and grades. We consider a 15 foot pavement to be over stressed, and there is much running off the pavement, when the traffic is more than 1,000 vehicles per day. Widening should be accomplished before the traffic reaches 2,000. A 20 foot width of pavement will carry 6,000 vehicles per day as easily as a 15 foot pavement will carry 1,000, and can be over stressed up to 10,000. Traffic lanes at least 10 feet in width, and we see no advantage in building widths between 20 feet and 30 feet.

24 feet is the minimum width of bridges adopted for main line state highways. This width is used on the theory that the rails of the bridge should be far enough back from the edge of the adjacent pavement to provide ample clearance. In all of our concrete bridge construction near the coast we embed the reinforcing steel at least 4 inches from the surface in order to avoid the deterioration caused by attack of sea air. There is no state which has such a diversity in the character of stream crossings, and we use practically all types of designs. We are reluctant to erect steel bridges adjacent to the coast on account of excessive main-

tenance expense, but use them in the interior counties when such type is more economical than concrete. Wooden bridges are used to some extent, particularly on sections where suitable local timber is available.

It is probable that for many years the major portion of the state highway system will consist of unpaved roads, and our engineers are constantly studying the best method for construction and maintaining roads with natural materials. In many sections, particularly in the south, disintegrated granite deposits furnish excellent surfacing material at such low cost, and this is used extensively where available. Much of the natural soil in the deserts is of a character which furnishes a good surface under dragging, and until traffic increases make it impossible to maintain such surfacing the roadway will consist of natural soil.

Our testing and research laboratory has contributed much to the knowledge and practice of highway construction. Both chemical and physical laboratories are owned and operated by the highway division. In addition to the routine testing of construction materials, such as cement, asphalt, sand, rock, steel, paint, and so forth, special tests are made for the State Purchasing Agent and other state departments. Soil analysis is a part of the regular duty of the testing laboratory, and no project is placed under contract where paving is involved without previous analysis of the soils. Much has been learned about the value of different types of soil as a foundation for pavement construction, also in regard to soil alkalinity and its effect on concrete and asphalt.

Special research investigation is constantly under way. In 1924, in conjunction with the Lewis Institute of Chicago, extensive tests were made regarding the effect in this climate of calcium chloride

curing methods on concrete pavement. We now have under way, in cooperation with the Bureau of Public Roads, an investigation of far reaching importance, in the standardizing of methods of combination of heavy fuel oil and small crushed rock for highway surfacing. Another research under way for the past two years is on the behavior of corrugated iron culverts. Additional research contemplated includes the determination of the traffic carrying capacity of various widths of pavement. Highway engineers are lacking in authentic information on this subject, so necessary in planning for future requirements.

The transition of the highway work from a modest beginning in 1910, when \$18,000,000 was considered sufficient to

construct 3,000 miles of road to an organization which in 1928 will probably expend \$25,000,000, has been parallel to the growth in importance of most of the other activities of the state government. This situation has brought about the necessity for reorganization of all state functions into departments. Prior to July, 1919, there were over 100 separate boards and agencies which had no directing head except the Governor. No human being, whether he be Governor or not, can properly supervise and correlate such a vast number of separate activities. This has brought about in the state government a reorganization whereby commissions and boards engaged in activities of a similar nature have been grouped into departments.

## Highway Accidents Seriously Injure 759,060 Annually; 25,302 Killed.

### Analysis of Causes and Methods for Prevention.

By CHARLES M. UPHAM, Director American Road Builders' Association

Every forty-one seconds someone is either killed or injured in highway accidents in the United States. During the five years ending with 1927 the staggering total of approximately 3,446,370 persons were reported injured and 114,879 killed in traffic calamities, most of which were avoidable. The annual casualty toll of highway accidents is more than twice as great as the entire number suffered by the nation's forces in the World War.

Why does the traffic menace blot out so many lives each year? For the first time since the beginning of serious traffic congestion that question has been answered through the combined efforts of several national safety organizations, among them the Hoover Conference on

Street and Highway Safety, the American Road Builders' Association and the National Safety Council. Several years of scientific research into the causes and results of highway accidents have brought to light the many hazards that result in calamity to motor vehicles and to pedestrians. Foremost among the causes is carelessness. Foremost among results is the five-year loss of nearly 3,500,000 injured, 114,000 killed and an economic loss exceeding three billion dollars.

One of the most vital bits of information uncovered by highway safety statistical research is the fact that the annual fatality record of the street and highway includes over 7,000 children of school age, the majority of whom were killed while

playing in or crossing the thoroughfare. Pedestrians compose approximately two-thirds of the total number of deaths, nearly all of which have been pronounced avoidable.

#### STATISTICAL RESEARCH

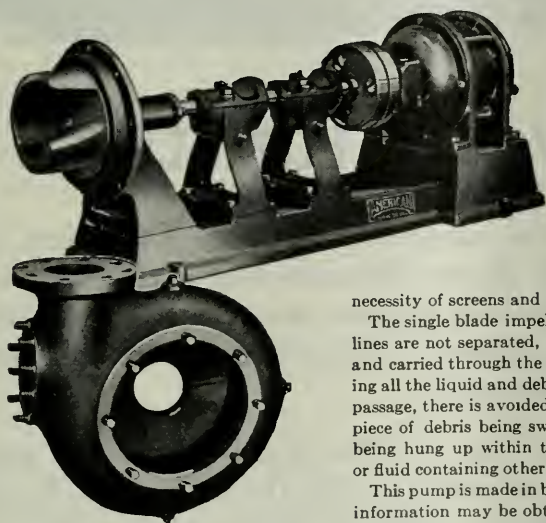
Statistical research has uncovered many peculiar facts in regard to the causes and results of highway accidents. Paramount among the conclusions that have been drawn from statistics collected from various rural districts and municipalities are:

1. That the largest number of accidents occur between five and six in the afternoon when business men and workers are returning hurriedly to their homes. At this period of the day congestion on the street and highway is at its height. Drivers and pedestrians who are wearied from a day of labor are not as mentally

alert as during the earlier hours of the day, and as a rule are in a hurry to reach their homes. Confusion and carelessness result, and from them—accidents.

2. That the accidents involving pedestrians are increasing at a rate much greater than the rate of increase of other types of accidents. An example of this was found in Massachusetts, where the registration of automobiles has increased 160 per cent during the past six years. In that state the collisions between automobiles have actually decreased, while the calamities involving pedestrians have nearly doubled since 1921. The pedestrian evil seems to indicate that the American motorist is becoming adept in the art of dodging other vehicles, but is unable to cope with the problem of pedestrian traffic on city streets.

3. Not 5 per cent of all accidents are the result of faulty mechanism of vehicles.



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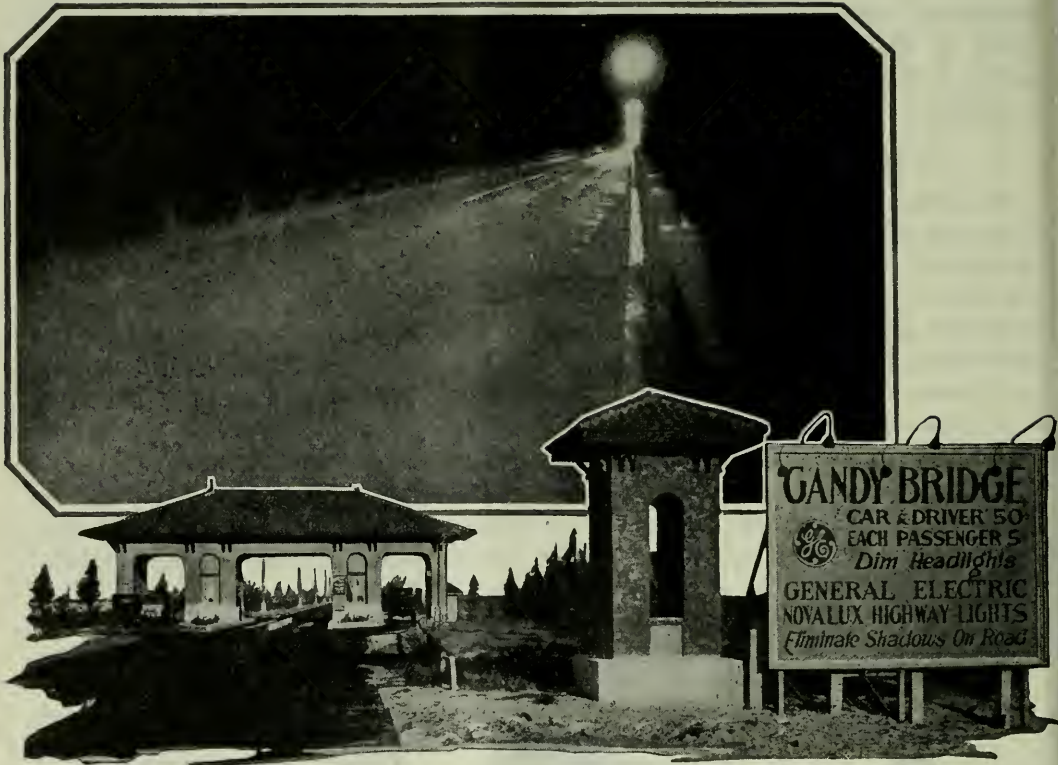
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4. The annual death of 7,000 children of school age has caused an intensive research into the causes of these youthful mortalities. It has been found that more than twice as many children between the ages of 6 and 12 are killed than between any other similar group of years. Children at the age of 6 are just starting their daily journeys to school and for the first time are their own masters on the street. They are not competent to judge speed and distance and as a result are the victims of accident. These fatalities between the ages of 6 and 12 are for the most part avoidable through proper education of the child.

5. While the number of accidents from intoxicated drivers is small as compared with the total, they more often result in mortalities. Drastic legislation in nearly every state has brought down the number of deaths from this source.

6. The economic loss resulting from highway accidents is estimated at \$50,000,000 per month, according to the reports of various insurance companies and police departments of the country.

#### PSYCHOLOGICAL RESEARCH

The outstanding single mental condition giving rise to casualties is fatigue, which, in turn, causes carelessness, recklessness and a general decline in the ability of a driver or pedestrian to act speedily and accurately. In the child problem, general inattentiveness has been found the chief cause of fatalities and injuries. The child at play is a bundle of trembling nerves and in the joy of the game is almost unconscious of any world but its own. He may run into the street and, being there, continue his pleasant pastime without regard to the motorist. Every driver has some knowledge of the irresponsibility of the child at play. Such

knowledge excites the driver and dangerous confusion results. The same condition prevails with child pedestrians, who have contributed an amazing portion of the highway mortality.

Mental and physical defects of drivers have caused a large number of accidents.

Thoughtlessness and poor judgment are the cause of more than 40 per cent of all accidents. These classifications include jay-walking, inattention, confusion, inexperience and recklessness.

#### ULTIMATE OBJECTIVES

The ultimate objectives of the general movement for highway safety are as follows:

First, the education and regulation of pedestrian traffic as well as motor vehicle traffic. Pedestrians and motorists are to be considerate of each other and share the necessary delay caused by courteous and cautious conduct. Along rural highways, where there are sidewalks, pedestrians will be expected to use them. Where sidewalks are unavailable, pedestrians will be expected to use the extreme left side of the road facing the traffic flow. In cities pedestrians are to be instructed, urged and even required to keep within the boundaries of designated safety zones and crossing places, and where there is congestion to cross only with the traffic. Pedestrians as well as drivers are to be subject to the traffic regulations, the violation of which would be considered a misdemeanor.

Second, the adoption of a standard code of motor vehicle laws in every state of the union. This is expected to reduce accidents resulting from ignorance of regulation and custom. A code has been drawn up by the Hoover Conference as a model for state adoption. The code should include a thorough examination of all drivers.

*(Continued on page 399)*



Widening the narrow pavement. California State Highway, Salida lateral. Showing the old pavement widened by the addition of asphaltic concrete shoulders.



Laying the new surface. California State Highway, through Rosa, Marin County. The old oil macadam pavement has been widened with asphaltic concrete shoulders. The entire roadway is now being surfaced with asphaltic concrete.

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The finished pavement. Riverstone and San Bernardino Counties, California State Highway between Ontario and Riverside. The old pavement has been widened with 6-inch asphaltic concrete shoulders and resurfaced with asphaltic concrete.

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(Continued from page 378)

financial burden might be spread over the people as a whole, for example: by a general state bond issue, or by the use of the gasoline tax, or by a program of appropriation from the general revenues of the state. By whatever method produced, such money should be placed in a state-wide fund available for use in paying the general public's fair share of the cost of particular grade crossings, whether inside or outside of municipalities. For instance, in some particular case it might be found equitable to apportion the cost 50 per cent to the railroad, 20 per cent to the State and 30 per cent to the city, in which event the State's portion would be paid out of the state-wide fund, and the city could raise its portion under the plans now used, such as by tax levy, or by improvement district assessment.

In concluding this phase of the subject, it should be stated that two extremes of action are impossible, on the one hand we cannot possibly have complete grade crossing elimination in this state in this generation and, on the other hand, we cannot stand by and do nothing in the way of grade crossing elimination in the face of our ever mounting traffic and hazards. Some middle course must be pursued. Our traffic problem is daily becoming more and more a statewide problem and, if the municipalities are to be in any degree relieved of some of the burdens that they now face, due to this statewide traffic problem, the municipalities themselves must take the initiative in devising and sponsoring the proper machinery for that relief. You cannot, in the long run, escape the right thing being done; you can, however, ultimately escape having an unfair portion of the burden placed upon your shoulders.

#### GRADE CROSSING PROTECTION.

The previous discussion has related to the 20 per cent of the crossings which at an early date should be eliminated. The other 80 per cent must be considered.

These 80 per cent are each and every one a source of hazard; they always will be a source of hazard as long as automobiles and trains try to occupy the same space at the same time; but we can take certain steps to reduce the hazard.

During the past fifteen years accidents at grade crossings have increased about 110 per cent, whereas the travel over grade crossings within the same period has increased something over 500 per cent. A comparison of these two figures alone shows that something has been done, and the answer is not altogether in accomplished grade crossing elimination. Of the 10,500 grade crossings existing fifteen years ago, less than three per cent have been eliminated, and, offsetting that, we have had constructed within the last fifteen years 2,000 new grade crossings, or a net increase in grade crossings of about 20 per cent. In other words grade crossings are being constructed seven times faster than they are being eliminated.

This item of increased number of crossings suggests one of the most perplexing features we have to meet in connection with this whole problem, and that is the insistence of this and that local interest for the creation of a new crossing, in order to serve a too limited field. The municipalities cannot escape at least some of the responsibility for this condition. Our records show that of the 900 crossings of streets and highways constructed across railroads at grade during the past fifteen years, 378 or 42 per cent were upon application of municipalities.

A lower ratio of accident hazard to total use of grade crossings is due, in my opinion, to two reasons:

- (1) An improved consciousness on the part of the average driver of the reality of the hazard existing at the grade crossing or, stated in a word, "education."



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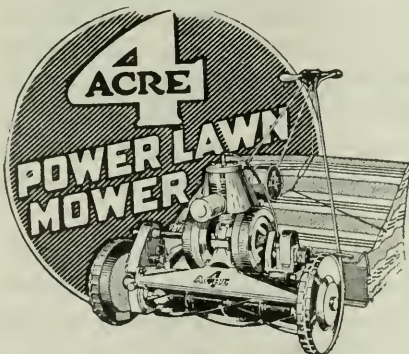
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(2) And to a very material improvement in the extent and kind of protection afforded at grade crossings.

Fifteen years ago, the protection given at any grade crossing was very largely left to the whim of the railroad. In 1913, however, the responsibility for designating the proper protection of grade crossings was placed upon the Railroad Commission and this responsibility has been taken quite seriously by the Commission during these years. Very careful study has been made of the needs of protection, both in general and in specific instances. Fifteen years ago only 10 per cent of all the crossings in the state had any protection whatsoever and many of these were protected by entirely inadequate means. There are now about 2,700 crossings or 21 per cent equipped with some special protective device. Furthermore, an attempt has been made to standardize the aspect of all protection, so that a driver can more clearly grasp the significance of any sign or signal in order to realize what action on his part is demanded. The so-called wig-wag signal, for instance, has during this period developed from a curiosity to a commonly encountered warning. In this matter of grade crossing protection, California is well ahead of the populous eastern states; but we have not done all that we should do in this matter of protection of existing crossings.

There is an unconscious feeling, possibly sometimes conscious, on the part of most people that a grade crossing is not a point of continuous danger and this, of course, is absolutely true. There is no danger to an automobile crossing a railroad track if there is no train coming, and the whole problem of providing crossing safety is to prevent the occupation or attempted occupation of the crossing by a train and a vehicle at the same time. Most of our thought of meeting this situation has gone to the

idea of space separation of the two forms of traffic, such as by actually separating the grades, and this, to be sure, is the most effective and certain means of actually so separating the two kinds of traffic. A time separation, if equally certain, would be equally effective in eliminating danger, and since we cannot hope to pay the cost of providing, at all crossings, the space separation, we should exert our efforts to making as certain as possible some plan of time separation. Our existing common forms of grade crossing protection are, of course, attempts in that direction. It cannot be contended that these attempts have been entirely ineffective; on the contrary, they have been wonderfully worth while, but much room for improvement exists. Our highway traffic engineers, in my opinion, have pointed the way. In most of our larger cities, where two important traffic routes intersect, very definite controls of all the traffic have been set up. This takes the form, in some instances, of a properly uniformed police officer; it takes the form, in some instances, of automatically controlled signal devices, the observance of which is enforced upon all lines of traffic; it takes the form, in other instances, of manually controlled signal devices, the observance of which is similarly enforced. I do not believe it to be a wild statement to say that sooner or later you will probably find it desirable to extend this principle of control to railroad grade crossings. There are some practical difficulties to be encountered. For instance, you cannot stop a thousand ton train, moving at a speed of sixty miles an hour, in 200 or 300 feet, but an automobile, moving as fast as fifty miles an hour, can stop in about that distance. This means that exactly the same form of signal aspect and observance cannot be imposed upon the train as upon the automobile, but it does not mean that the same principle cannot be applied. The real difficulty in developing the



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Seattle, Wash.	Oct.	11, 12 and 13
Cheyenne, Wyo.	Oct.	11, 12 and 13
Tacoma, Wash.	Oct.	18, 19 and 20
Vancouver, B. C.	Oct.	25, 26 and 27
Victoria, B. C.	Nov.	1, 2 and 3
Portland, Ore.	Nov.	8, 9 and 10
Corvallis, Ore.	Nov.	15, 16 and 17
Sacramento, Calif.	Nov.	21, 22 and 23
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effectiveness of this time separation is the fact that the necessary legal machinery for enforcing the observance of time restrictions on highway users has not been provided. Ample machinery for enforcing control of the time features on railroads already exists in the provisions of the Public Utilities Act. At such times as similar legal control over vehicular traffic over these crossings can be provided for, I am convinced that the art of signal engineering will have developed to a point where this principle can be made use of in a most effective manner.

It is sometimes said that you cannot protect people from themselves, and the manner in which some people handle themselves on the road lends proof to the statement. I am sometimes led to believe that many people are more afraid of a police officer than of death itself. Let me illustrate.

Just the other day I happened to be at one of the more busy and more hazardous grade crossings in Southern California, at which it has been found necessary to place a policeman to control and protect the traffic. A train was coming, in fact two trains were coming, one from each direction; also a large truck driven by a husky negro, was coming leading the procession of highway traffic; the wig-wag was wiggling, the crossing bell was ringing, but on that truck driver came, looking neither to the right nor the left, until finally he spied the traffic officer with his hand held out to stop traffic. Instantly that truck driver was all action; brakes were jammed on, rubber burned off of wheels, and the truck stopped.

Now I do not believe that truck driver, or any other driver wanted to be killed, but I do believe that the driver was more readily able to recognize the policeman and the penalty for ignoring him, than he was to recognize the approach of death, however noisily its approach was announced. I will go further and say

that the truck driver displayed no rare or unusual mental attitude.

And, because of this general mental attitude, I am convinced that we must set up controls for our traffic at grade crossings, and put teeth in the control by means of rigid police enforcement of that control.

It should be made unlawful, for instance, for a driver to cross a grade crossing at which a wig-wag or other warning device is signalling the approach of a train without first coming to a stop, and liberal police control should be provided to see that such a law is enforced.

If you of the municipalities really want effective grade crossing protection, you should get behind a movement to obtain a suitable state law to provide for effective control at crossings and thus postpone for a longer period the time when enormous sums must otherwise be expended in the construction of grade separation structures.

Recapitulating my message to you goes to the following points:

1. Endeavor to bring about the establishment of a statewide grade crossing elimination fund of adequate proportions so that in those cases where justice so dictates, the financial burden of eliminating our worst crossings could be, to some degree, distributed to the general traveling public.

2. Endeavor to bring about such legislation and enforcement program as will make it possible to control traffic at those grade crossings which we cannot afford to eliminate, and thereby make more useful our attempts to provide protection.

The municipalities, both individually and collectively, have it within their power to assist the public in protecting itself or, by lack of action, to allow the public to continue to blunder along from accident to accident.

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(Continued from page 374)

procuring Delos F. Wilcox, the eminent authority on public utility regulation to speak before the City Attorneys' Department, and we feel that his outstanding position in the field that he specializes in entitles him to a large audience, an audience larger than the City Attorneys could provide. An effort will be made to have him speak before a joint meeting of the clerks, auditors and assessors and attorneys before their regular program starts at 2 o'clock and if that is arranged the meeting will be in the Little Theater which is to the right as you come in through the foyer, and every one who is interested in that, whether they are members of that department or not, are invited to attend. At all events, Mr. Wilcox will speak before the City Attorneys' Section this afternoon, whether we have a joint session or not. I thank you. (Applause).

THE PRESIDENT: For fear there might be some confusion with reference to Mr. Postlethwaite's announcement, it is barely possible that the health officers' section which was to have met to the left of the lobby may transfer to the Little Theater and the session of which Mr. Postlethwaite spoke, may be transferred over to

the other side, but that ought not to cause very much confusion and you ought to be able to find your places. As to the programs for the afternoon, each Section Chairman has gone to a great deal of trouble and hard work to provide good programs for every section. These programs begin at 2 o'clock. It is quite essential that if they get through on time and everything moves along as the Chairmen have planned, that everybody be on hand promptly at the beginning of the various meetings, so we hope that you will be on hand at your division meetings exactly at 2 o'clock. You will notice that tomorrow morning the general session will begin at 9 o'clock and again if we get through with our program on time it is essential for everybody to report promptly so that we can begin on time. Mr. Locke and Mr. Mason and I decided that if nobody was here but ourselves and the speakers tomorrow morning at 9 o'clock we would go ahead and start the program, so we hope that you will all be here promptly.

I am sure that you have enjoyed the session this morning, and there are a lot more of these good talks waiting for you. The meeting is now adjourned until this afternoon.

Statement of the Ownership, Management, Circulation, Etc., required by the Act of Congress of August 24, 1912, of PACIFIC MUNICIPALITIES, published monthly at San Francisco, Cal., for October 1, 1927.

STATE OF CALIFORNIA }  
City and County of San Francisco } ss.

Before me, a Notary Public in and for the State and City and county aforesaid, personally appeared Wm. J. Locke, who, having been duly sworn according to law, deposes and says that he is Managing Editor of the PACIFIC MUNICIPALITIES and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 411, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are:

Publisher, A. Carlisle & Co., 251 Bush St., San Francisco  
Editors, H. A. Mason and Wm. J. Locke, Chancery Building, San Francisco  
Managing Editor, Wm. J. Locke, Chancery Building, San Francisco  
Business Manager, H. A. Postlethwaite, Chancery Building, San Francisco

2. That the owner is: H. A. Mason and Wm. J. Locke, Chancery Building, San Francisco.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

4. That the two paragraphs next above, giving the names of the owners, stockholders, and security holders, if any, contain not only the list of stockholders and security holders as they appear upon the books of the company but also, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting, is given; also that the said two paragraphs contain statements embracing affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner; and this affiant has no reason to believe that any other person, association, or corporation has any interest direct or indirect in the said stock, bonds, or other securities than as so stated by him.

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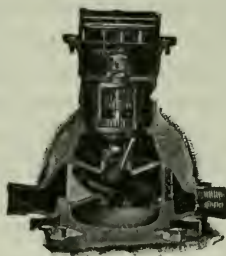
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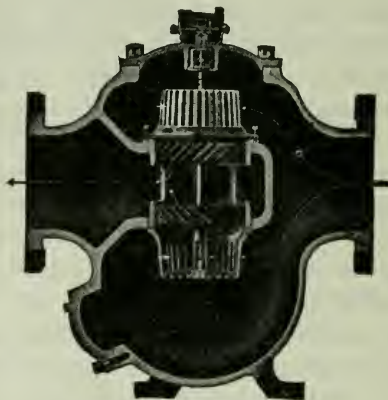
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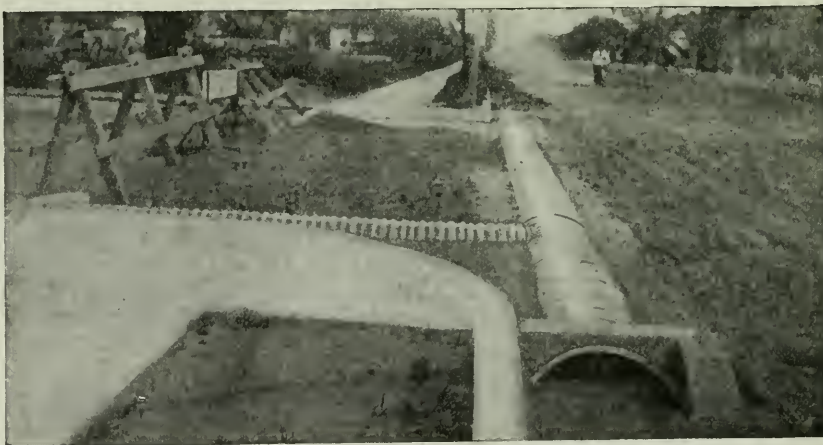
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*(Continued from page 389)*

Third, education in safety and accident prevention, as the American Road Builders' Association recommends, will be incorporated in the curricula of elementary schools, both public and private, parochial schools, night schools, vocational schools and citizenship schools. It will also be carried on through educational contests, organized playground training, schoolboy patrols, boy and girl scouts, and junior safety organizations. More advanced training in safety and traffic matters will be developed in schools for teachers. General education of the public will be undertaken through newspaper and magazine publicity, posters, motion pictures, radio lectures, safety clubs, safety programs at public meetings, churches and parent-teacher organizations.

Fourth, motorists will be asked to protect the design and materials of their automobiles by periodic adjustment and replacement. Particular emphasis will be put on the construction and adjustment of headlights, steering apparatus and brake mechanism.

Fifth, a comprehensive program of street widening and the elimination of grade crossings will be carried out throughout the nation. Grade crossing

accidents account for approximately 9 per cent of the total highway traffic deaths. The railroad hazard is rapidly decreasing, however, as the result of installation of signals and gates, reduction in the number of crossings and safety legislation.

The registration of automobiles in the United States continues to increase. The hazards of the streets and highways are receiving a similar impetus, and if the loss of life continues its climb, highway accidents will soon be costing the United States 30,000 lives each year, in addition to approximately 900,000 casualties. That is on a basis of 30 casualties necessitating medical attention to every death, as estimated after careful study by Colonel A. B. Barber of the United States Chamber of Commerce and Director of the Hoover Conference. Such an alarming toll will not occur if present plans materialize. The constant education and regulation of pedestrians and motorists will have reduced the hazards to a minimum, and eliminated the habitual carelessness which is now the chief obstacle to public safety.

The cooperation of motorist and pedestrian in behalf of public safety can save thousands of lives during the next few years.

---

## The Shield of Purity

---

From time immemorial it has been the habit of iron to rust away and of other metals, the precious ones alone excepted, to fall into corruption and decay. Corrosion has taken such great toll of the products of furnace and forge that we have come to think of it as necessary. The pessimistic generalization, "nothing

endures" is proverbial in a dozen forms and twice as many languages. More money is spent for paint to keep things from rusting than is contributed to all the institutions of scientific research and of higher learning combined.

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of Chemistry of the American Chemical Society Dr. Charles Nitchie exhibited last week a piece of zinc. There were two peculiarities about this zinc. One was that it had been exposed to many different corroding agents. Ordinary zinc would have succumbed. Dr. Nitchie's sample was still there to be seen; not only that, but it seemed as bright and new as though fresh from the furnaces and the rolls. The second peculiarity of this small bit of metal explains, Dr. Nitchie believes, the first. The zinc is as nearly chemically pure as any metal of the kind ever made. Prepared in the laboratories of the New Jersey Zinc Company, it is so pure that its impeccability acts, the chemists believe, to prevent its being spotted by corrosion.

Pure metals seem to be like clean teeth; they seldom decay. Slight impurities in a metal tend to form tiny, microscopic centers of the foreign metal; much as human immigrants gather into an Italian quarter or a Syrian quarter, instead of mixing perfectly with older comers. These centers of foreign substance in a metal are often what starts the rust. Very pure iron resists rust better than ordinary iron, but pure iron is extremely difficult to make. Dr. Francis C. Frary and his associates in the research laboratories of the Aluminum Company of America have made very pure aluminum. It, too, resists corrosion well. Mr. E. H. Dix, Jr., of that laboratory, has coated ordinary aluminum with this same pure metal. The veneer of purity fools the corroding agents and keeps them off. As the skill of metallurgists increases, such pure metals, solid or in thin coatings, are apt to become more common. There is good reason to hope, the session of the Institute of Chemistry forecast, that this simple device of extreme purity will make much of the world's corrosion loss unnecessary.—*New York Herald-Tribune of July 27th.*

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# LEAGUE OF CALIFORNIA M U N I C I P A L I T I E S

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

## OFFICERS

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# Pacific Municipalities

OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES

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## PROCEEDINGS OF THE TWENTY-NINTH ANNUAL CONVENTION OF THE LEAGUE of CALIFORNIA MUNICIPALITIES Held at Municipal Auditorium, Sacramento, California, September 20-23, 1927.

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WEDNESDAY, SEPTEMBER 21, 1927

Morning Session

9 o'clock A. M.

PRESIDENT SIPPY: The meeting is a little late starting this morning, as usual, but we are going to try to keep things going on schedule so that you will all get your lunch on time and not have to go hungry. The first thing on this morning's program will be a few short talks by some of the exhibitors, directing attention to their products. The first one that we have is Mr. W. J. Delahanty, representing the General Electric Company.

MR. DELAHANTY: Mr. Chairman, ladies and gentlemen: As the Sacramento representative of the General Electric Company I wish to welcome you to Sacramento. Our exhibits consist of apparatus used for general street lighting and lighting for aviation landing fields. The rapid development in the past few years in commercial aviation has rendered necessary the expenditure of considerable money for lighting aviation fields. The material we have exhibited in the booth in connection with aviation lighting is briefly as follows: first of all, the large revolving beacon is used to mark the landing field so that the aviators coming

from a distance will be able to accurately land. This beacon is termed a "Continuous rotation" beacon, and has a lens 24 inches in diameter. The light source is a 1,000 watt, 30 volt lamp. The beacon which we are operating turns continuously at the rate of six times a minute, and due to this characteristic timing the aviator is able to identify the light source and to recognize it as being typical of the aviation field. The small red lights to the right are used to mark obstructions, so that the aviator will not crash his plane in landing. The white light to the left is of the same type except that it has a white lens instead of red, and it is used to mark the general boundaries of the field in order to assist in making a safe landing possible. In addition to these three items, most well lighted fields use a ceiling light to pick up the cloud formations and a field spot light to describe small obstructions in the general contour of the land. If any of the convention delegates here today are interested in specific problems of aviation field lighting, we will be glad to discuss that with those gentlemen at their convenience. I would like also to direct your attention to the exhibits on the outside



of the building of Union metal standards and General Electric street lighting tops, which are typical of the general line. I thank you. (Applause).

PRESIDENT SIPPY: Mr. J. C. Knight, Field Engineer of the Portland Cement Company, will now address you.

MR. KNIGHT: Mr. Chairman and ladies and gentlemen, most of you, although possibly not all, know that Portland Cement Association is a national organization to extend and improve the uses of cement. In our own building in Chicago, which houses our structural products bureau and our highway bureau and our other departments, we have a corps of engineers whose duties are researches in improving the uses of concrete. You may not know the extent of the activities of the Association, but we have over 150 educational bulletins which are freely at your disposal. One of the particular activities of the Association, which is unfortunately neglected, is the revision of building codes which I think will interest all of the delegates here. We have suggestions in the line of revising the building codes which come from structural engineers, fire underwriters, and city planners, which we have compiled into a bulletin which is at your disposal. All of this information, which is from the foremost civil engineers, structural engineers and building engineers in the country, is freely available to you with no more effort on your part than mailing a post card to either our district office in San Francisco or Los Angeles. I thank you. (Applause).

PRESIDENT SIPPY: Mr. J. R. Corder, Pacific Coast Manager of the Neptune Meter Company will now be heard.

MR. CORDER: Mr. Chairman and ladies and gentlemen, it is a great pleasure for us to bring our exhibits here to this convention, something we have been doing since 1910, and it is furthermore a great pleasure to have had the coopera-

tion of these estimable gentlemen who run this convention. I assure you it is a great pleasure to see the new faces year in and year out coming to the various cities where we meet, and especially last year in Yosemite. We have always come to the convention with a cash register which measures the water that the people of California use and which the cities select as accurately as they possibly can. I want to say that we have about a million meters in use on the Pacific Coast, from British Columbia to the Mexican line, and as to the accuracy of our meters, as to their general use, everybody knows about that. You need no introduction here to the intricate details of that machine, but we have on exhibit here one of each of the meters that we manufacture, and I assure you gentlemen if you will call at our booth we will be glad to go through the details, for we cannot explain them within the few minutes that we now have before you. I thank you. (Applause).

PRESIDENT SIPPY: Mr. Elmer Zimmerman, Sales Manager of the Street Lighting & Equipment Company, will address you.

MR. ZIMMERMAN: Mr. Chairman and ladies and gentlemen, I represent the Street Lighting and Equipment Company of Chicago, who are distributors of well known products, the Union Meter Manufacturing Company, with a line of ornamental street lighting standards and general street light tops and other electrical equipment necessary to make complete ornamental installations. As the gentleman who just preceded me remarked, it is impossible to go into our line of equipment in the short space of time allotted to each one of us. I will only call your attention to one thing which should be interesting, and that is that we have in our display in front of the building in the large single light standard the latest thing in ornamental lighting

for white way purposes. It is only used in one location at this time and that is on State Street in Chicago where they have, I think, the brightest lighted street in the world. It is a 4,500 candlepower lamp and requires 2 kilowatts of current. And for those who do not exactly understand the reference to two kilowatts, I will say that that is approximately 3 horse power. I would suggest that you take a look at it. It is rather interesting to see for anyone who is at all interested in ornamental lighting. It shows the latest development not only in the lamp but in the top. The globe is the biggest globe that has been made, suitable for street lighting purposes up to this time. We have a large line of ornamental equipment to make complete installations. I would request those of you who are interested in this subject to visit our booth where we will be pleased to have you call upon us. We have literature there and information in connection with these matters that we shall be pleased to hand you, and we shall be glad to go into our products thoroughly with you at any time that you can give us just a few minutes. I thank you. (Applause).

PRESIDENT SIPPY: Tomorrow morning we will give some of the other exhibitors some time, but in the meantime we want to direct your attention to the fact that these exhibitors have gone to a considerable expense to bring their products to your attention, and you are consequently able to see things here, a number of things which otherwise might cost you quite a bit of money in the way of traveling around the country. So it is extremely worth the while of the delegates as a part of their education to spend some time in looking at these exhibits. We are pretty sure you will find them well worth your time.

Those of you who are golf enthusiasts are expected to enter the golf tournament which has been announced. Mr. Gardner

of the Elliott-Horne Company directs attention to the prizes which the company is offering in this golf tournament. There are two sets of McGregor clubs worth \$350. They are very practical for the golf player, and it will pay you to take a look at them. You might be able to put in a little more steam in the tournament. I think when I get through practicing on this loud speaker (indicating microphone) I am going to go into the radio business. (Laughter).

Some of the divisions yesterday appointed their representative on the nominating committee. I think we have the names of three. The City Attorney, the engineers and the health officers have appointed their representatives. If the other sections have not appointed their representatives yet, will they please do so as soon as possible so that this nominating committee can get together, and then we will not be delayed in the election of department and other officers tomorrow. The Chair has selected the Resolutions Committee, and I will ask those gentlemen to get in touch with Mr. Locke so that he can apprise them of any resolution introduced and apprise them of the meeting place for consideration of those resolutions. Mr. Locke is fortunately able to be with us this morning and he has some little report to give to you, I think, some brief memorandum, and also to read to you some resolutions which were introduced yesterday or previously.

In mentioning the exhibits I omitted to call attention to the fact that the health exhibits are in the side rooms. Those of you who are interested, and there is a great delegation of public health courses and public health officers here, we hope you will not lose your way, for it is really very easy to find these exhibits. They are just in these side committee rooms. It will be worth while to step in and see them.

You will notice the program this morning, Mr. H. L. Moody, Past President of the League, was to have presided at the meeting this morning. We are very regretful to learn that Mr. Moody is very seriously ill and has not been able to come to this meeting. That has been a keen disappointment to Mr. Moody, I am sure, because he was also unable by reason of illness to attend the Yosemite meeting last year. However, Mr. Alan H. Wright of San Diego has consented to act as Chairman, representing Mr. Moody. Mr. Wright needs no introduction, because he is a past president of this body, and all of you who have been attending the meetings know that he has been a regular attendant and you are therefore thoroughly acquainted with him. So I am very glad to know that you will have a really trained presiding officer on the job this morning. Mr. Wright. (Applause).

CHAIRMAN WRIGHT: Mr. President and delegates, in the absence of Mr. Moody, who is a fellow citizen of San Diego and a Past President of the League, and who was not permitted to serve last year in this capacity at Yosemite, I do feel

an honor in being called upon by your President to act for Mr. Moody at this time. Just before I left San Diego Mr. Moody asked me to convey to the convention his sincere regrets at being unable to come and to extend to you his regards. He had planned to send up a trophy to be presented to the High School students who presented the best essay on municipal government, but his illness during the last two or three weeks has prevented him from securing that trophy which he had hoped to have been able to bring up. The day before I left he told me he had tried to get up and make his purchase, and he got about a block from his house and had to go back, and was immediately placed under the doctor's care again. So am sure that his regret at not being able to be here is felt very keenly by all of us. While speaking of him, I would say that the clerks, auditors and assessors session yesterday took up a collection and last night we wired a florist to deliver to Mr. Moody a very beautiful basket of roses today with the compliments of that section, sending him together with it a night letter of greetings and best wishes.

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## Impressions of Sacramento Convention of Health Officers

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By WALTER M. DICKIE, M. D.

Director State Department of Public Health

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The program of the department of health officers at the Sacramento Convention of the League of California Municipalities was designed to provide balance. Both technical and practical treatment of problems encountered by health officers, at the present time, was evident in the addresses made at this convention.

Dr. Karl F. Meyer's discussion of the

provision of serum in the treatment of poliomyelitis was of the greatest value to the health officers. The presence of an epidemic of acute poliomyelitis in California at the present time emphasized the importance of Dr. Meyer's subject. His paper on malta fever, a considerable number of cases of which disease are now being reported in California, was an important paper for the reason that it supplied extensive knowledge concerning a



disease which is comparatively unknown on the Pacific coast.

Dr. W. F. Cogswell, State Health Officer of Montana, gave an interesting discussion of Rocky Mountain Spotted Fever, a disease that is spread by wood ticks, a very serious disease, and one that is often fatal. Since cases of Rocky Mountain Spotted Fever are reported each year in the northern part of California, and because of the fact that the disease is extending over wider territories, Dr. Cogswell's paper was timely in its importance.

Dr. Chas. Nixon's paper upon the diagnosis of poliomyelitis gave attending health officers needed information relative to the recognition of cases of the disease.

Dr. A. Hieronymus, City Health Officer of Alameda, provided what was the most practical paper given during the convention. He told the problems of the part time health officer in an aggressive and interesting fashion, drawing hearty responses from part time health officers who meet daily the same problems that the Alameda health officer meets.

The public health nurses—Miss Alice C. Bagley and Miss Anastasia Miller—presented the practical side of public health nursing. Their papers were supplemented by Dr. John N. Force, of the University of California, who summarized

the educational point of view of public health nursing. Dr. Wm. C. Hassler also contributed to the program upon public health nursing through his able discussion of school nursing.

It is customary for the most important papers presented at this annual convention to be printed in the Weekly Bulletin of the California State Department of Public Health and in the Journal of the League of California Municipalities. It is doubtful if publishing the proceedings of the health department as a whole would justify the heavy expense that would be involved. It is believed that many readers are reached through the papers published in Pacific Municipalities and in the Weekly Bulletin of the California State Department of Public Health. In some instances, where papers are of particular value at the moment, they have been mimeographed and mailed to health officers immediately upon the close of the convention. Many of the subjects discussed at these conventions are of greatest interest at the time of the discussion, but fade in their importance a short time afterward. This is particularly true, this year, of the discussions pertaining to poliomyelitis and its control; health officers are intensely interested in these discussions when this disease is epidemic.

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## The Outstanding Engineering Construction Achievements of California and the Far West—and a Glimpse Into the Future.\*

By PHILIP SCHUYLER

Managing Editor, Western Construction News

Mr. Chairman, Members of the League, and Guests:

The pioneers who made California and the Far West were men and women of great faith and vision, and the present day unprecedented progress and prosperity of our great U. S. A. is likewise based on the faith and vision of the pioneers of today. Without an abundance of faith and vision and a determination to overcome all obstacles, progress and prosperity would soon cease. The "Birth of a Nation" dates from the time it starts on the path to world-wide recognition. Therefore, California and the Far West is but 75 years old, or more truthfully speaking, young.

Now, why didn't it start 1,000 years ago, when the Chinese and the Japanese first came to California, or 100 years ago when the Spanish padres had so successfully launched their chain of missions? I think the reason is best illustrated by a story I recently heard Dr. Chew, the eminent Chinese editor of San Francisco and Oakland, tell at a luncheon. About 1,000 years ago several Chinese junks sailed through the Golden Gate. When the hundred or more Chinese gathered on deck and looked around, they saw the shores of the bay lined with naked savages. Just imagine their dismay when they saw their hopes of a prosperous laundry business blasted. They returned to China, without even disembarking.

Well, thank goodness our forefathers weren't Chinese "washee-men" or happy-go-lucky Spanish vaqueros.

The eyes of the whole world—not only eastern United States—are today focused on the Pacific Coast and the Far West; and practically all the leaders of the country concede that the great centers of finance and industry of tomorrow—cities greater than New York—will be on the Pacific Coast. How soon? Sooner than the majority of us realize. Therefore, if we and our children are going to participate in this record-breaking development, we must keep our vision bright and bolster up our faith. Therefore, it is my intention to briefly outline some of the engineering construction achievements of the Far West, and by so doing let you visualize for yourself what the future holds in store for us. But, I can do no more, in the brief time allotted me, than touch on a few of the "high lights," for when one starts to enumerate all these achievements, one finds the list astounding. Romance—why the romance of Egypt, of Greece, of the days of '49, can't compare with the romance that is being written today.

*Hydraulic Mining and Hydro-Electric Development*—The Far West started to show the world a few things when the hydraulic miners in the 50's and 60's wrote a new chapter on hydraulics, in the construction of many dams, and long

\*Address delivered September 20, 1927, before annual convention at Sacramento, California, of League of California Municipalities.

ditches, flumes, tunnels, and remarkable steel pipe siphons and pressure pipes; and in the development of the hydraulic-nozzle. The hydro-electric development of California and the Far West had its inception in these works, which have been and still are being utilized, for water supply, hydro-electric power, and irrigation. We have in California the five highest head hydro-electric plants in the United States: The Big Creek No. 1 plant of Southern California Edison Co., 2,131 feet; Big Creek No. 2, 1,858 feet; Big Creek No. 2-A, 2,417 feet; Balch plant of the Kings River development of the San Joaquin Light and Power Corp., 2,381 feet; and the Bucks Creek plant of the Feather River Power Co., 2,552 feet head. There are a few higher head plants in Europe, but of much smaller capacity. To handle these high heads we have had to develop high head impulse wheels, an outgrowth of the hydraulic nozzle, in which our own Pelton Water Wheel Co. has done the most work. California has the smallest hydro-electric plant, nine horse power, and the largest, 115,000 horse power. California also has the greatest hydro-electric development, nearly 2,000,000 horse power, New York being second with 1,500,000 horse power. We built the first long distance transmission lines, as well as the highest transmission voltages, and have maintained this lead. We have one transmission line 500 miles long, and two carrying 220,000 volts. In this development Professor Harris J. Ryan, of Stanford University, has played a leading role; the power companies together with the big electric manufacturing companies having recently financed for him the new Ryan electrical laboratory at Stanford, where he is experimenting with 2,000,000 volts, the highest voltage ever attempted.

And here in California are the first comprehensive attempts by one company to harness the entire hydro-electric possi-

bilities of one watershed; the Big Creek and Kings River projects; and the first cooperative developments, such as the Nevada Irrigation District and the Melones project, whereby the irrigation districts and power companies have combined in development.

The construction of these hydro-electric projects has necessitated the driving of innumerable tunnels, many of them of great length. The longest tunnel in the world, 13 miles long, was completed a year ago for the Big Creek development. In the driving of all these tunnels new methods and new equipment have been devised, mostly by western engineers. The concrete gun, especially the Hackley gun, and the Lewis traveling girder, are notable examples.

And while on the subject of power we must not overlook steam generation, for the Long Beach steam power plant of the Southern California Edison Co., now again being enlarged, ranks among the greatest, and contains the largest steam generators ever built.

*Deep Mines*—Let us go back again to the 60's and 70's, when the great Comstock mine in Nevada was developed, as well as one or two well known mines in Grass Valley, California; mines that engineers and others from all corners of the world came to visit. And we must not overlook our borax mines, and the gold mines of Colorado, and the mighty Bingham copper mine of Utah.

*Railroads*—And the railroads. The construction of the Southern Pacific in the 60's over the Sierra Nevada was a herculean task, and so were the lines over the Siskiyou, Cascades, and the lines across the deserts of the southwest. The Denver & Rio Grande and the North Shore from Sausalito (now the Northwestern Pacific) were the engineering marvels of their day. And again more recently the West has held its own, for America's two longest railroad tunnels



are nearing completion. The Moffat tunnel, 6.1 miles long through the Rocky Mountains west of Denver, will be in operation before the end of this year. This tunnel without doubt was the most difficult to build of any in the world. And, the Cascade tunnel,  $8\frac{1}{3}$  miles long, through the Cascade range east of Seattle, about half completed; and where recently excessive amounts of water have been encountered, which promise difficult construction. Then the Natron cut-off or Klamath Falls Route of the Southern Pacific, which for difficulties of construction and the speed with which it was built, is a world achievement. The double tracking of the Southern Pacific over the Sierra Nevada involving a two-mile tunnel; and the Southern Pacific of Mexico through the Varrancas, both recently completed, are likewise engineering achievements that rank among the greatest. And we ought not to overlook the unique Mt. Tamalpais railroad, the crookedest railroad in the world.

*Oil*—The Far West was not the first to start drilling wells for crude oil, but here again we soon took the lead, with the largest and deepest oil fields and longest pipe lines; the development of which has taxed the ingenuity of western engineers, in the design of deep-well drills and casing, and construction of enormous storage reservoirs.

*In Irrigation*—An engineering achievement of the Ancients all over the world—we have not only kept abreast of other countries but we have taken the lead. The Sweetwater dam, near San Diego, and only 100 feet high when built in 1887, was the pioneer in big dams for irrigation, and for twenty years was an outstanding achievement. Most of the big U. S. reclamation projects are in the Far West; projects of great magnitude and daring, including at the time they were built several of the world's greatest dams, largest reservoirs, and longest canals.

*Dams*—Then began a program of dam construction, the like of which the world has never seen the equal. Ten years ago a dam over 300 feet high was a wild dream. Today, we are not only planning dams of 400 and 500 feet high but actually building them. We but recently completed the highest dam above streambed in the world, the Exchequer, 324 feet high, for the Merced Irrigation District, California. The Pacoima dam nearing completion for the Los Angeles County Flood Control District will be 375 feet above streambed; and the proposed San Gabriel River dam for the same purpose will be over 450 feet high, and will contain 4,000,000 cubic yards of concrete, the estimated cost being \$25,000,000. The highest multiple-arch dam ever built, the Frog Tanks or Lake Pleasant dam, is being constructed near Phoenix, Arizona; and the Coolidge dam in Arizona, recently started, is the first multiple dome dam, and will be 240 feet high. In the Pacific Northwest there are two notable dams to be built on the Skagit River for hydro-electric development; the Diablo dam, 385 feet high, the contract for which was recently awarded, and the Ruby dam, 520 feet high above streambed. The Salt Springs dam soon to be built by the Pacific Gas & Electric Co. will be the highest and largest rock-fill dam in the world, 300 feet high and containing 2,500,000 cubic yards. Everyone knows of the proposed Colorado River development, which will involve the construction of many dams for flood control, irrigation, water supply, and hydro-electric development; the largest of which will probably be the Boulder dam, at least 550 feet high, costing over \$50,000,000. Hydraulic-fill dam construction is distinctly a product of the Far West; the San Pablo, Big Meadows, and Upper San Leandro dams, being notable examples. The development of several other types of dams is also the work of western engineers. The variable

radius arch; the multiple arch; the multiple dome; and the round head buttress type.

*In Municipal water-supply development*—The Hetch Hetchy, Mokelumne, and Owens Valley projects are unequaled; nevertheless, soon to be outclassed by the Colorado River aqueduct for the city of Los Angeles. The design and construction of this 260-mile aqueduct is a daring piece of engineering, as it will involve pumping the water 1,350 feet over the mountains and the driving of many tunnels, several of them probably 26 miles long. The Hetch Hetchy aqueduct to be completed within another four years, will have 85 miles of tunnels, the longest being 25 miles through the coast range.

*Equalizing Water Resources*—I don't know if you fully realize the immensity of the problem of equalizing the water resources of the State of California. It is a big undertaking and yet one that can be easily worked out, if we all from all parts of the State, give it our support. Linked with this undertaking is the saline control of the Delta channels of the Sacramento and San Joaquin rivers, involving as it will a salt water barrier, a very difficult and expensive engineering undertaking.

Another daring undertaking is the Columbia river project. Some think this huge irrigation, reclamation, and water equalization project is a wild dream of the future. I think it will be started within a comparatively few years.

*Harbors and Bridges*—In harbor development, marsh-land reclamation, and bridge construction, we have barely made a beginning; and yet, the making of one of the largest harbors in the world, in point of tonnage, out of practically nothing in just a few years' time, is an engineering achievement Los Angeles and the Far West can feel justly proud of. The Oakland-Alameda Estuary Tube,

from Oakland to Alameda on San Francisco bay, predicates a revolution in subaqueous subway construction. In fact this is not only the largest tube in diameter, 32 feet inside, but the most daring piece of engineering design and construction ever attempted. The Carquinez Straits bridge on San Francisco bay is one of the world's five largest bridges, the pier foundations for which were extremely deep and difficult to build. There will be more large bridges constructed, and soon. The proposed Golden Gate bridge, on San Francisco bay, is so much bigger than any other bridge ever built or contemplated that a comparison is impossible.

*In Highway Construction*—California took the lead and the Far Western States still maintain it, and furthermore will continue to do so. Some people thought and some still think that \$26,000,000 annually is too much for the California Highway Commission to spend on highways. Let me predict right now that before ten years we will need twice or three times this amount, and the other Far Western States proportionate amounts. We must have a 100-foot, 80-mile per hour speedway between San Francisco and Los Angeles; and up and down the coast, and in other directions; all-year highways across the Sierra Nevada, Cascades, and Rocky mountains and many more grade-separations.

*Sewage Treatment and Disposal*—Although we have several up-to-date plants for the treatment of sewage and industrial wastes, physical and climatic conditions in the Far West necessitate our pioneering in this branch of engineering, for as yet we know little or nothing about this important subject.

Thanks to the few sanitary engineers in California who appreciate the necessity for this research in order that we may "keep the Far West clean," we recently have secured from the State Board of

Control fifteen to twenty thousand dollars a year for the first two years research.

*Water Purification*, filtration, color removal, softening, is sweeping westward, and the time is fast approaching when every surface run-off supply will be filtered, and every hard water softened. We already have several up-to-date filtration plants, the recently completed Upper San Leandro filtration plant of the East Bay Water Co., near Mills College, being the equal of any in the world. And for the benefit of our Sacramento friends let me predict the 100 per cent metering of Sacramento as well as all other water supplies.

*Lumber Industry*—The Pacific Coast is today the center of the lumber industry of America, but little is heard about the engineering problems involved and how western engineers have solved these problems of transporting huge trees across rocky mountains.

*Building Construction*—The Far West has never been very far behind in building construction, and the fast increasing tendency to incorporate beauty with strength, even in the design of dams, power plants, pumping stations, etc., will soon entitle us to the full meaning of the term "the Beauty of the Far West."

*Industrial Development*—Our industrial development has only just begun, but the next ten years is going to see an era of construction of industrial plants beyond the dreams of any of us. I have been intending to tabulate a list of the industries typically western, for I understand there are already many, many more than any of us realize.

*Universities*—And last, but not least, we come to Universities. The University of California is the largest University in the United States. California has two of the five universities chosen for the Guggenheim aeronautical research labora-

tories, Stanford University and California Institute of Technology. The athletic teams of the Universities of Washington, Oregon, California, have been regularly eclipsing the East, and engineers from the Far Western colleges are making their mark in increasing numbers the world over.

Much of what I have touched upon, you are familiar with, but progress is so rapid that it is easy to forget, especially when we are immersed in our own particular pursuit; and we need to keep fresh in our minds, not only our present day progress, but the possibilities of tomorrow. We need more of the marvelous vision of Horace Greeley when he said "Young Man, Go West."

THE CHAIRMAN: Mr. Schuyler, you make us all feel like we want to swell up and throw out our chests when we hear such a tribute paid to the construction achievements of California and the Far West. I want to thank you on behalf of this organization and the League for that splendid paper that you have given us upon the construction achievements of California and the Far West. I had the pleasure of hearing Herbert Hoover two or three years ago when he made this statement: "No place in the world has a standard of living as high as it is in the state of California." When you stop to think that over, it is a wonderful tribute to our state. It is just some of those things that Mr. Schuyler has been telling us about that have brought about this condition. It reminds me of the work of Benjamin Ide Wheeler, President of the University of California, to the Student Body meeting in the Greek Theater, and those of you who attended will probably remember the way he used to open up the meeting. He would say, "It is good to be here." That is the way I feel about this State of California. "It is good to be here."



## Ornamental Street Lighting

By GEORGE M. BOWMAN of Fresno

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We have one more subject on our program and a very important one also. There will be probably a great deal of money spent in ornamental street lighting in the state of California, as the cities of the state are looking to better and better lighting. The old and antiquated systems are falling by the wayside, and the cities are now demanding more efficient types of street lighting. We have with us to talk on this subject Mr. George Bowman. Mr. Bowman is the electrical engineer of the city of Fresno and has made a very thorough and exhaustive study of this problem. It is my pleasure to present to you Mr. George M. Bowman of Fresno. (Applause).

MR. BOWMAN: Mr. Chairman and ladies and gentlemen, I felt a little abused a little while ago when the first speaker mentioned the fact that he was a native son, and I didn't know whether the second was or not, but he said the same thing, and then Mr. Schuyler mentioned the fact that he was not a native son, and then I felt a little better. However, I have been out here about seven years, and I think in that time I have become what you might call a darn good booster. If there were not ladies here I would say it more emphatically.

After I had accepted Mr. Hogan's request to write a paper on ornamental street lighting I was somewhat at sea as to just what phase of the subject I should treat, so that I could write a paper whereby everyone concerned might get some of the important features of ornamental street lighting. There are several different phases of the subject, but I

decided the best thing was to write something along non-technical and non-theoretical lines, something that would be of interest to the average layman, and throughout my report I have tried to incorporate all the necessary features of a lighting system, so that whenever any of you people go out and look up and down the street and see lighting you will probably know what it is all about.

There are at present two types of systems, known as the series and the multiple, each having its advantages and disadvantages over the other. In the series system each lamp, or transformer serving the lamp, is connected in series throughout the whole loop or system. The current is kept constant and the voltage varies according to the number of lamps in the circuit, the drop in the cable, and so forth. I have omitted a lot of the details that you people would not be concerned with. In this manner each lamp gets voltage which means full efficiency of operation throughout the life of the lamp. The multiple system has constant voltage and the current varies to the number of lamps on the circuit. Therefore the lamps nearer get full wattage while those farther away get less wattage on account of the voltage drop along the circuit. The series system is more economical in the use of copper as only one small wire is necessary in the underground circuit, while in the multiple system three large wires are necessary. Many of the old multiple systems, and especially those having clusters of lights, could be changed to series at a small cost and the annual savings in energy and maintenance would

pay for all changes made. However, before making any changes an economical study should first be made.

The most important parts of an ornamental street lighting system are the underground cable systems, the standards, globes or tops, refractors, transformers and lamps. The underground system may be either conduit and lead covered cable or parkway cable. The choice of either system depends on its appeal to the designing engineer. Both systems are good and will give efficient service when properly installed.

The standards, and speaking of standards, a lot of people call them electroliers, but that is nothing more than the standard with its complete equipment on it, so by standards we generally refer to the electrolier minus the globes and the tops and all of that, but standards are generally of three types, the cast iron, the combination cast iron and pressed metal, and the concrete. Again it is a matter of choice with the City Engineer, and either type will make a satisfactory installation. The present day practice is to use higher standards, and it is strongly recommended that this be done. Also to any city planning an extensive lighting program, it is best to first select an appropriate design and then adopt a family of standards usually of three lights; that is, commercial, secondary, thoroughfare and residential. Also it is best to have convertible features for the standards, especially those designed for secondary thoroughfares whereby the addition of a cross arm and additional lamps will convert them into standards of the commercial type.

The types of the globes and tops should be given careful consideration. With the improvement in the present day arc of lighting, almost any desired design or type of globe can be obtained for any particular installation. The newer globes are far more efficient than the older ones,

as they are made of better quality glass and are designed with curves to scientifically direct the rays of light from the lamp. The design to be adopted should be one which will be artistically correct for the installation and which will efficiently distribute the light without glare.

One of the latest improvements in street lighting has been the addition of holophane refractors to redirect the otherwise wasted rays of light, and direct them at an angle where they will fall upon the street. All modern installations are equipped with them, and their use is strongly recommended where real, efficient and scientific lighting is desired. As a matter of detail, the refractor consists of two pieces of pressed crystal glass nested within each other and held in place by a clamp nut. They are a good deal like a soup bowl, some of them, and others are of the inverted type. Of these pieces of glasses are scientifically designed prisms which redirect the rays of light. The light from an ordinary electrolier without a refractor will have a radius of effective illumination of two to two and one-half times the mounting height or distance from street surface to lamp center. With the addition of a refractor this same radius may be increased to four times the mounting height. The resultant increase in light flux will then be thirty-five per cent. The additional cost of refractors will be only one and one-half per cent of the total cost of the complete system. From that you can see that if you are planning on a street lighting system and your cost is \$10,000 for a small system, you will get 35 per cent additional light in that manner, so you can see that refractors are well worth putting in. Several types of light distribution may also be obtained by using refractors. One popular type is the asymetric, wherein the greatest quantity of the light is thrown up and down the

street where it is wanted, and only a small amount is thrown upward or on the property. This asymmetric distribution will give you a kind of fan-shaped effect. If you have a street running this way, and you want to get your light spread up and down, then that is the type to use because it redirects the light down into the street in a kind of fan shape, that is the asymmetric type of distribution, which means "out of symmetry," if you will remember the analysis of the word. The other type will give a circular distribution. In any event it is best to study out the lighting system and then put in the proper refractor.

Another improvement made in globes or tops is in making the canopies of the same quality of glass as the globes themselves. The glass canopy makes a better job, as the upward light illuminates foliage, buildings and so forth, and thus eliminates the squatty or flat effect which so commonly characterized the older systems.

From the standpoint of safety to maintenance men, safety to people after an automobile collision, with an electrolier whereby dangerous high voltage wires are exposed, insulating transformers or safety coils are used. With their use the high voltage wires in the electroliers are eliminated, and it is only necessary to run low voltage wires from the transformers in the bases of the electrolier to the lamp sockets. To many engineers the use of transformers seems unnecessary, but in view of the safety first features just mentioned and the further fact that the transformers pay for themselves within a year or two by savings made in energy, it has been the plan of all progressive city engineers to use them, and their use is strongly recommended.

Most all of the latest series type lamps are designed to give a maximum amount of light at a low voltage and high current.

They are very rugged, due to a heavy filament being used, and this reduces the liability of breakage due to vibration, jars, and so forth. The lamps used with transformers have longer life and give the same output at lesser wattage than those used on the lighting system having no transformers. However, none of the lamps should be left in the electroliers after they have burned longer than their guaranteed life.

After the important features of the ornamental lighting system have been carefully considered, then the design should be made. The first thing to do in any city, regardless of size, is to draw up a plan and zone the lighting districts. All business streets, secondary business streets, parkways, and residential streets should be shown in different colors, each color being representative of the intensity chosen for that particular district. The next plan is to adopt the type of fixtures or standards that will efficiently give the maximum amount of light with the amount of glare. Conditions of spacing should then be adopted. These vary in different localities, although the general stand is to use opposite spacing in all principal business and secondary business streets, staggered spacing in the parkway and residential streets. The spacing of standards is the next step, and this is one of the most important features of the whole lighting system. If this spacing is too great the system will be a failure, and if it is too close the illumination will be brighter than necessary and the system be more costly. If no refractors are selected for the equipment, then the proper spacing between standards should be not less than five times the mounting height of the lamp, or the distance from street surface to light center. If refractors are used the spacing should be not less than eight times the mounting height. It is readily seen that the use of refractors results in a considerable saving



on the entire system, as a greater spacing means fewer standards, tops, lamps, maintenance, and so forth. The latter ratio of spacing to mounting height is recommended in all cases where fully satisfactory and efficient lighting is desired. After the mechanical conditions of spacing are satisfied, uniformity will surely result and the only other thing to do in order to obtain a higher intensity is to increase the size of the lamp. This is a case where there is to be a small increase in the output of the lamp. If there is to be a large increase, that means larger capacity transformers or high voltage cables. That depends upon the installation.

As an example, we will assume that we are to light an outlying residential street having a large amount of automobile traffic. We are going to use electroliers with a 15 foot mounting height, 600 candle power lamps, refractors, and so forth. The maximum spacing between standards when staggered will then be 8 by 15 feet or 120 feet. The distance between them on the same side of the street will be twice the staggered spacing, or two times 120 feet or 240 feet. The staggered spacing means first one on this side of the street and then one on the other, and that means you can place them 120 feet apart, but that on the same side of the street they will be 240 feet from each other, and that is quite a distance, but still you get good results. If we did not use refractors, then the maximum distance between standards when staggered would be five times 15 feet or 75 feet, and when on the same side of the street the distance between them would be 150 feet. The gain in spacing by the use of refractors is  $37\frac{1}{2}$  per cent of the spacing when refractors are not used.

The other parts of the lighting system, such as the underground system, globes or tops, transformers and so forth,

are next chosen by the engineer to meet the requirements of the system.

From the foregoing data the important facts to carry home regarding the design of future ornamental street lighting systems are as follows:

1. Zone your cities.
2. Adopt a family of lighting standards using high mounting heights.
3. Use refractors, up-to-date and efficient globes and high intensity lamps which operate from transformers.
4. Use insulating transformers or safety coils.
5. Use the series type of system.
6. Use an underground distribution system which will best suit your needs.
7. Consult with the street lighting sales engineers, read the latest literature on street lighting and then apply scientific principles to the design of your lighting system.

With strict adherence to the above facts, any city engineer should be able to design an efficient ornamental street lighting system which will be an artistic credit to the community he serves. (Applause).

THE CHAIRMAN: Mr. Bowman, on behalf of this organization and the League of California Municipalities, I want to thank you for that very fine paper on ornamental street lighting. It is a very important subject to our California cities, and I think that most of the city councilmen are confronted with this problem in their regular meetings. I know it is being taken up all over the state.

That concludes our program for this afternoon, and I wish now to call your attention again to the luncheon tomorrow, and to ask you to keep in mind the announcements that have been made here today, and which you have heard. That concludes our program today, so if there is no further business we will adjourn.

# Municipal Airports with Relation to City Planning

By WM. G. BONELLI,  
President of the City Council of Los Angeles

The statement accredited to Will Rogers that we are the only nation in the world that uses our air for speaking purposes only has been belied in recent months by the accomplishments of Lindbergh, Chamberlain, Byrd and others, whose flights have demonstrated the practicability of flying. It is significant that within two weeks after this paper is read an air transport company engaged solely in commercial operation of airplanes and dependent upon earned revenues for its entire income will pay to its stockholders a return upon their investment, for it has been announced that on October 1, 1927, the Western Air Express, Inc., will distribute a two (2) per cent dividend from its surplus, this being the first time in the history of aviation that such a return has been made.

This may be taken as an indication of the economic and commercial practicability of airline transportation and it must be taken as an indication that the era of air transportation is slowly but surely beginning in the United States. Additional credit should be given to developments in the United States in view of the fact that whatever was accomplished has been without the aid of governmental subsidies such as have been granted air commerce of Europe and South America.

Aviation with us has become something more than mere barnstorming for it is attaining the dignity of a business by the entrance of some of our foremost capitalists into this field and by the attention being bestowed upon it by philanthropists and patriots. The following statistics on air service operation for the calendar year ending December 31, 1926,

submitted by the Department of Commerce of the United States are of interest:  
Number of operators engaged in

service aviation.....	585
Passengers carried for hire.....	676,567
Airplane hours flown.....	234,313
Paid freight, pounds carried.....	418,986
Planes in civil aviation service.....	1,342
Licensed pilots.....	2,000
Airplane miles flown, based on 80 miles per hour.....	18,746,640

The additional statistics furnished by the Postoffice Department inform us that on the mail contract routes approximately 1,733,090 pounds of express have been distributed and 5,782 passengers carried over regular routes.

There are in the United States, counting all landing fields, some 4,000 landing places, the main classifications of which are as follows:

Commercial fields.....	297
Municipal fields.....	409
Governmental fields.....	209
Intermediate fields.....	409

the remainder being listed as emergency fields where landing is supposedly possible but not always to be recommended.

California has 13 Federal, 45 municipal, 30 commercial and 163 intermediate fields, making a total of 251. While California is now second in the union in the number of airports and intermediate fields many cities in this state are contemplating additional expenditures for the construction of municipal airports. That our states are becoming increasingly aware of the importance of being linked successfully to airways is evident. The importance of this subject to cities is political and patriotic; economic and commercial; mili-

tary and defensive; social and aesthetic.  
 SHOULD AIRPORTS BE MUNICIPALIZED?

Due to the fact that the cost of local government throughout our country has been increasing yearly, some words of caution have been uttered against municipalization of airport facilities. There are three types of airports, (1) private, (2) commercial, (3) public. The first type, that of private, is so rare and useless for a city airport as to be not worthy of consideration, for it would be as economically unsound to ask this teething baby in transportation to furnish its own terminal facilities, as it would have been years ago to have required a steamship owner to dredge and equip harbors, build docks, deepen waterways, and furnish their terminal facilities at their own expense. The second of these, the commercially owned airport, exists in thirty-two of our cities. The difficulties that may arise under these conditions are that the first corporation to develop a terminal chooses the most advantageous place and thereby places a handicap upon the later comer. Again the type of commerce to be engaged in might dictate some special choice of site, or peculiar facilities for service and be of little help to another company interested in a different line of development requiring other facilities for maintenance or different conditions for servicing. The third of these, the public field appears to be the most satisfactory type for it is to the community's interest to develop all types of flying and commerce, to invite all types of airlines and to concentrate them at some central point. It has been said that the degree of civilization of a people is directly reflected by the progress of its cities and as has been the case with the cities of history from Memphis and Thebes; Nineveh and Babylon; Tyre and Sidon; Carthage, the Holy City, Athens, and Rome, so is it true of our modern city.

That, of the factors contributing to the progress of a city, trade and commerce are recognized as among the foremost, and that our modern city, with the same concern for these factors is obligated to encourage the arts and agencies of present day transportation seems to be beyond reasonable doubt. Landing fields being as essential for the successful operation of air craft as our harbors for steamships and depots for railways, it behooves the modern city to supply such a facility. Authorities such as Herbert Hoover have stated that the provision of airports must be the responsibility of local governments. It is a reasonable assumption that to delay airport construction on the basis that the volume of air traffic is insufficient is to induce and continue that very condition.

#### REQUIREMENTS OF AN AIRPORT

An airport may be defined as any locality, either of water or of land, which is adapted for landing and taking off aircraft and which provides facilities for shelter, supplies and repairs of aircraft; or a place used regularly for the receiving or distributing of passengers or cargo by air. Its requirements are of a dual nature. Of lesser importance with regard to city planning are such subjects as type of hangars, beacons, repair and service facilities, proper markings, sodded landing lanes and those other facilities which though necessary for a desirable airport can be easily supplied after certain more fundamental requisites are met.

Certain inherent characteristics desirable in a landing field limit the placing of the airport site in its planning. Stated differently, all of the areas of a city cannot be considered when planning the landing field. In order to be available for use for all types of aircraft, army, air mail, commercial and reserve, municipal and emergency, such matters as these must be observed. The area so used must be



approximately level, preferably less than 2% in slope, though with slope sufficient to insure adequate drainage, free from obstructions, ditches and high grass, yet with a surface capable of or sufficiently firm to resist a force three times the weight of the aircraft using the field, for such is the average stress caused by the impact of aircraft in landing.

The size of the area required is such as to frequently preclude some more desirable locations from other stand-points, for a clear unobstructed taking off and landing area not less than 3,000 feet in diameter, but preferably an area of not less than a mile square whether its shape be that of a square, a circle, a triangle, a rectangle, or two rectangles at right angles. Again, areas necessary for a proper field may be tempered by such conditions as the meteorology of the locality, or the character of the obstructions surrounding the field. Should the field be surrounded by high trees, electric wires, buildings or objects rising above the ground, then additional area for taking off and landing should be provided in the ratio of seven feet of field for each foot in height the obstruction rises.

#### METEOROLOGY

The meteorological factors in a city may limit possible sites, for one should avoid a region of low fogs, downward air currents, gusty winds, floods in time of heavy rains, excessive factory smoke or other conditions which impair visibility or endanger aircraft. Since the required length of the taking off and landing area increases with an increase in altitude the elevation of a city above sea level is an important factor in determining the size of an airport.

#### GENERAL ASPECTS AS TO CITY PLANNING

Having determined all the available sites embodying the foregoing prerequisites as to inherent characteristics, the

next question is the choosing of that one which most perfectly fits into the general city plan. Speed and time saving being the main assets of air transportation it is fundamental that the proximity of the field to the point of final distribution of its cargo should be such as to conserve most thoroughly its greatest asset. The greater the proximity the more valuable the field. In general it should be not over 30 minutes by ordinary truck from the post-office, or the destination of its average cargo. It is likewise desirable in planning the airport to place it so as to allow for expansion with the growth of industry and commerce in the locality, though this consideration may be waived providing conditions are favorable for the development of other equally desirable fields in the later developed area. In order to serve a city most adequately, freight and passengers must have quick and easy access to it. It is essential therefore that it be located on or near a main paved highway, and even better that it be located reasonably near the intersection of paved highways extending in four general directions, so that automobiles, busses and free wheel traffic may have ready connection. For the same reason it is also desirable for the airport to be so located as to have ready access to railroad facility and rapid transit systems where such exist and other fixed wheel traffic systems, for such may tend to relieve much highway congestion and freight and passengers will be more easily and cheaply distributed to the more remote destinations, such as the various smaller villages and communities. For cities having a waterborne commerce the proximity of the field to the water front may affect directly its utility for all types of aircraft.

While some European countries in order to more nearly approach the ideal as to proximity and traffic artery connec-

tions, in locating their airport, have razed buildings in built up areas, there is a growing feeling among city planners that it is better to locate a desirable field in the outlying distribution centers thus decentralizing the elements of the city plan, promoting relief of congestion and encouraging the larger community. No doubt the contributing factor to this new thought has been the great cost of securing the location adjacent to or immediately in the business district. Further considerations in the location of the airport are ready telephone communication, available light and power transmission lines, a water supply and the general city services.

#### FINANCE

Unfortunately for the airport planner the city pattern he must consider when planning his airport is a crystallized plan, in the making of which no provision was made for the needs of the present day air transport. Complete control of physical developments is only possible in a new city and in the new areas of an old one. Like Topsy, the older sections of present day municipalities "just grewed."

The idea of accepting the most desirable site so far outlined may be precluded because of its cost or cost of financing the project. Few cities have available funds for outright purchase and donations of desirable sites are not to be expected, so when choosing among several desirable locations the question of how it will be financed may dictate its choice. If the most desirable site can be financed only by a bond issue involving delay and hazard of an election, while a less desirable site can be more easily financed, this factor may determine the choice. Similarly, if condemnation proceedings are necessary in order to acquire the most desired site, it may not be advisable to brook the delay of constitutional red tape in order to make such acquisition for

when proceedings have been begun which will take a year or two to complete the city may at the end of that time face the necessity of paying in the courts a premium on an increase brought about by its own development. The policy of obtaining options on the desired area before publicity is given to the plan is probably the most economical, though charter restrictions may frequently interfere with such a method. It might not be amiss at this point to enter the realm of conjecture and suggest that cost of a particular project might be an influential item in choosing the needed land in such a case as this. The future value of the raw land will always represent the principal invested. If two sites were equally desirable as to physical and environmental factors, yet one of the sites showed promise of increased land values in the future while in the other area the possibility for increased valuation was slight, the future investment value should be considered.

Without the imagination of an H. G. Wells, one can conjure in his mind a future aviation wherein smaller landing areas are sufficient, and inherent requisites of a landing field entirely different from those we must plan today. Who can safely testify that we will never have mechanically controlled, reversible propeller blades; hydraulic four-wheel brakes; adjustable wings; or even a perfected helicopter, any of which might decrease the necessary take-off or landing area to the point where the average city block or even city roof might serve as the resting place of an air transport. That engineers are thinking along these lines is evidenced by the fact that prizes have been offered to, and competed for, by architectural authorities in the designing of metropolitan landing places. If some such contrivance were to be perfected making it unnecessary for the city to

hold a large acreage for airport needs, wise would have been the planner who had looked forward to future investment values.

#### PECULIAR CONDITIONS

Since the obligation of the city planner is not only to secure to his citizens those physical improvements which will facilitate distribution and promote comfortable living in every reasonable way, and in the most economical way, but, is also to further the aesthetic character of the community, it is his obligation to consider any peculiar possibilities in the laying out of his airport. Such examples as these are illustrative.

A little over two years ago San Diego in formulating a city plan under the leadership of John Nolan requested him to include the reservation for a municipal airport in his plan and upon the advice of the aviation committee a section of tide lands bordering on San Diego Bay was reserved, thereby utilizing something not ordinarily of value, making possible an economy, and supplying a much needed airport.

Oakland, in making provision for her airport is utilizing almost entirely former sloughs and submerged lands by constructing dykes and reclaiming land, thereby removing an evil and creating a valuable area.

In Portland dredgers are busy churning up silt from the bottom of the Willamette and pumping it over Swan Island to cover that area and make it available for use as an airport. Swan Island has long been an obstruction in the Willamette forming currents in the channel where many marine accidents have occurred. The Commission, to straighten the channel, decided to pump the island over itself by cutting away the bank and depositing it on the other side until the whole island had been moved 1,200 feet. Care is being taken in depositing the

spoil to recreate an island in such shape that it can be used for aircraft. Such are the possibilities for improving undesirable areas and at the same time creating a valuable airport.

#### PROTECTIVE ORDINANCES

Having created the airport addition to the city plan the next step is to frame a suitable ordinance to be placed on the statute books for the protection of lives and property of the citizens from hazards presented by low or careless flying; to provide for proper inspection of machines and for licensing of competent pilots; and to serve to encourage commercial aviation by placing around it safe and sane restrictions, while at the same time affording the community as a whole a reasonable preservation of their vested rights. These matters will be provided in addition to the setting up of administrative organization to provide for the future service of the airport.

Just as every city has its own personality with its individual problems of health, sanitation, water supply, traffic, and so on ad infinitum, so should it anticipate individual problems in dealing with its question of airports and air traffic.

The incompleteness of the remarks contained herein are best expressed by the words attributed to Rudyard Kipling, when in speaking of aerial navigation he said, "We are at the opening verse of the opening page of the chapter of endless possibilities."

THE CHAIRMAN: I am sure we all appreciate the reading of this excellent paper, and when we stop to think that the man who prepared that paper, Councilman Bonelli of Los Angeles, is an aviation officer in the reserve corps, we know that he speaks with authority. Speaking for myself, I would like to see a resume of that paper up here in an early number of the League publication, because the airport is a matter that is



being discussed throughout the country and especially on this Coast. Therefore it is particularly timely that this paper should have been given. Colonel Lindbergh was in this city on Monday, and today and tomorrow he is a guest of the city of San Diego, and this is a very timely paper, therefore, to be presented at this convention.

President Sippy has just handed me a letter which has been sent over from the Elks Association extending an invitation to all Elks among the delegates to make themselves at home at the Elks Building and take their meals there at the prices given to all members residents of Sacramento.

Now is there any one who wishes to discuss this subject at this time? If so, I want to ask that you will first give your name and city.

MR. LARSON of Modesto: In Modesto we have a very fine airport, but I was interested in what the gentleman said about these ordinances. We have machines coming in from day to day and they use our airport, and I would like to know if there are any representatives of any city here who can furnish us with such ordinances as the gentleman has just referred to. We want to regulate our airport in such a way as to make it perfectly safe and at the same time give it the greatest utility possible. If there are any suggestions or any ordinances

available along those lines, we of Modesto would like to have both of them.

THE CHAIRMAN: The gentleman from Modesto is asking that any cities which have ordinances regulating air fields will supply him with that information. If so, I would suggest that you communicate with Mr. Locke and assemble copies of any such papers so that they can be used by the member cities of the League. I think that will work out as a practical suggestion. It would be hardly fair to ask Mr. Sanborn to submit to questions on this paper, because it has not been prepared by him. I know, however, that we appreciate his having read it to us, and unless he is ready to answer any questions we will proceed. Are you ready to answer them, Mr. Sanborn?

MR. SANBORN: I am not an expert, you know.

THE CHAIRMAN: Mr. Sanborn says that he is not an expert. However, he has done good service to us in presenting the paper.

We also have before us on the program another speaker, from a city of the south, Los Angeles, and that is Mr. Rollin L. McNitt, who is President of the City Planning Commission down there, and he too comes with a message based upon authority. He will talk on the subject of set-back lines, how, when and where they should be established. At this time I take pleasure in introducing Mr. McNitt.



# Architectural Control Under the Police Power

By ROLLIN L. McNITT

President Board of City Planning Commissioners, Los Angeles, and Dean of Southwestern University Law School, Los Angeles

In this day and age, when the tendency is so strong to remedy all of the alleged deficiencies of our social and economic structure by rushing into legislative bodies and obtaining legislation in particular fields, the owner of private property many times finds himself engulfed in a maze of legislation, regulating and even prohibiting to him certain uses of his property. These regulations and prohibitions find their justification under the exercise of that vast, illimitable and undefinable power reserved to every state, called the police power.

If the owner of private property today wishes to erect a building in most any city and state, he will find that the police power of the city and state will limit him in many ways. The particular district in which he may erect the proposed building or structure may be regulated by the provisions of a zoning ordinance. The front building line, as well as the side building lines, may be prescribed by some sort of enactment. The choice of building materials will often be limited. So, also, he will be told the size of joists that must be used and the distances they may be placed apart; the size and space of rafters; the kind of sanitary plumbing that may be installed; how the electric wiring must be done; how, of what dimensions and of what materials the chimney, if any, must be built, and numerous other things, all of which are invasions of so-called "fundamental property rights."

Building regulations as at present conceived are enacted solely in the promotion of the public health and public safety. Privately owned buildings or structures

have never been controlled in this country by public regulation, solely with a view to securing beauty or symmetry. It has always been taken for granted that this was an unauthorized use of even the police power.

For example, at an early date the City of Baltimore passed an ordinance providing for the refusal of a building permit, unless the size, general character and appearance of the building or structure to be erected conformed to the general character of those buildings or structures previously erected in the same locality, and would not in any way tend to depreciate the value of surrounding improved and unimproved property. The Supreme Court of Maryland promptly held this ordinance void as an unauthorized use of the city's police power. (*Bostock v. Sams*, 95 Md. 400.)

## LIMITATION OF BUILDING HEIGHTS IN AID OF AESTHETICS

One of the line of cases that we may resort to in an endeavor to chart the future attitude of the courts upon this particular question, is that of *Welch v. Swasey*, which ran the gantlet not only of all of the courts of Massachusetts, but ultimately reached the Supreme Court of the United States.

In this case the Massachusetts Supreme Court upheld a height limitation for the City of Boston, upon the ground that it tended to promote public safety by preventing the spreading of fire. In doing so, the court said:

*"The inhabitants of a city or town cannot be compelled to give up rights in property,*

*or to pay taxes, for purely aesthetic objects; but if the primary and substantive purpose of the legislation is such as justifies the act, considerations of taste and beauty may enter in as auxiliary."*

When the case reached the United States Supreme Court, it was contended however, that the real purpose of the height limitation was aesthetic, in order "to preserve architectural symmetry and regular skylines." That Court, however, upheld the Massachusetts Court, on the basis of fire prevention, but in doing so, also said:

"That, in addition to these sufficient facts, considerations of an aesthetic nature also entered into the reasons for their passage, would not invalidate them." (Welch v. Swasey, 214 U. S. 91, 53 L. Ed. 923.)

From this case the doctrine has been deduced that if the primary purpose is to promote the public safety and general welfare, considerations of taste and beauty may also enter in and be not out of place.

Again, an early Maryland statute provided that no building to exceed seventy feet in height should be erected in a designated portion of the City of Baltimore, in the center of which stood the Washington Monument. The statute was attacked as a taking of property without compensation for a purely aesthetic purpose. Upon this particular point the court said:

"Such is undoubtedly the weight of authority, though it may be that in the development of a higher civilization, the culture and refinement of the people has reached the point where the educational value of the Fine Arts, as expressed and embodied in architectural symmetry and harmony, is so well recognized as to give sanction, under some circumstances, to the exercise of this (police) power even for such purposes. \* \* \* ." (Cochran v. Preston, 108 Md. 220.)

It should be noted, however, that the statute in question was upheld on the ground that the object of the act was not merely to preserve the architectural beauty of the locality, but also in order to avoid danger from fire, in the event of a general conflagration.

In a Wisconsin case (Piper v. Elkern, 180 Wis. 586, 194 N. W. 159), a statute prohibiting the erection of buildings around the capitol square in Madison, which exceeded ninety feet in height, for the purpose of preventing damage to the state capitol building because of the fire hazard, was held unconstitutional, on the ground that there was no necessity for protecting the capitol building from fire, since the building was located in a fifteen-acre tract and was absolutely fire-proof.

In the California case (Varney & Green v. Williams, 155 Cal. 318), the City of San Jose had passed an ordinance prohibiting the use of billboards and the validity of this ordinance was attacked. Mr. Justice Sloss wrote the opinion of the court, saying, among other things:

"The town trustees have undertaken to make criminal the maintenance of any billboard, however securely it may be built, and however unobjectionable may be the advertising matter displayed upon it. Such prohibition, involving a very substantial interference with the rights of property, can be justified, if at all, only to the extent that the subject-matter of the legislation is embraced within the police power of the state. One ground upon which the town council may be thought to have acted is *that the appearance of billboard is, or may be, offensive to the sight of persons of refined taste. That the promotion of aesthetic or artistic considerations is a proper object of governmental care will probably not be disputed. But, so far as we are advised, it has never been held that these considerations alone will justify, as an exercise of*



*the police power.* Such restriction is, if not a taking, *pro tanto*, of the property, a damaging thereof, for which, under section 14 of the article I, of the constitution, the owner is entitled to compensation. To this extent the authorities are all in accord."

The Illinois case (*Haller Sign Works v. Physical Culture Training School*, 249 Ill. 426), involved an act prohibiting the erecting of a structure of any kind or character, within five hundred feet of any public park or boulevard within the limits of any city having a population of one hundred thousand, or more, for the placing of advertising of any kind or character. The court said:

"These suggestions lead unmistakably to the conclusion that the statute in question is an attempt to exercise the police power purely from aesthetic considerations, disassociated entirely from any relation to the public health, morals, comfort or general welfare. However desirable it may be to encourage an appreciation of the beautiful in art and to cultivate the taste of the people of the state, still it has never been the theory of our government that such matters could properly be enforced by statute when not connected with the safety, comfort, health, morals and material welfare of the people. Advancement along these lines, whether wise or unwise, has, so far, been left to schools and colleges and the influence of social intercourse. The citizen has always been supposed to be free to determine the style of architecture of his house, the color of the paint that he puts thereon, etc."

But the public demanded some sort of billboard regulation and the courts, realizing the growing increase in the public point of view, began to find ways to justify this type of legislation.

In one of the most notable decisions involving the aesthetic principle, Mr.

Justice Trent, speaking for the Supreme Court of the Philippines (*Churchill v. Rafferty*, Collector of Internal Revenue, 32 Phil. Rep. 580), says:

"Objects may be offensive to the eye as well as to the nose or ear. Man's aesthetic feelings are constantly being appealed to through his sense of sight. Governments have spent millions on parks and boulevards and other forms of civil beauty, the first aim of which is to appeal to the sense of sight. Why then should not the government interpose to protect from annoyance this most valuable of man's senses as readily as to protect him from offensive noises and smells?"

#### AESTHETIC CONSIDERATIONS IN ZONING AND SET-BACK CASES

It was contended that zoning was unconstitutional because it was based largely upon aesthetic considerations, and that aesthetic reasons were not proper considerations to justify the exercise of the police power. While other grounds were found upon which to justify the constitutionality of this type of legislation, many of the courts saw fit to express themselves upon the contention hereinbefore referred to.

In one of the leading cases sustaining the validity of zoning the court said:

"If by the term 'aesthetic considerations' is meant a regard merely for outward appearances, for good taste in the matter of the beauty of the neighborhood itself, we do not observe any substantial reason for saying that such consideration is not a matter of general welfare. The beauty of a fashionable residence neighborhood in a city is for the comfort and happiness of the residents, and it sustains in a general way the value of property in the neighborhood. It is, therefore, as much a matter of general welfare as is any other conditions that foster comfort or happiness, and consequent values

generally of the property in the neighborhood. Why should not the police power avail as well to suppress or prevent a nuisance committed by offending the sense of sight, as to suppress or prevent a nuisance committed by offending the sense of hearing, or the olfactory nerves? An eyesore in a neighborhood of residences might be as much a public nuisance, and as ruinous to property values in the neighborhood generally, as a disagreeable noise or odor, or a menace to safety or health. The difference is not in principle, but only in degree." (State ex rel. Civello v. New Orleans, 154 La. 271, 33 A. L. R. 260.)

In *Ware v. City of Wichita*, 133 Kan. 153, 214 Pac. 99, it was said:

"With the march of the times, however, the scope of the legitimate exercise of the police power is not so narrowly restricted by judicial interpretation as it used to be. There is an aesthetic and cultural side of municipal development which may be fostered within reasonable limitations."

Again Justice Allen, in a well-considered Ohio case, in discussing the validity of a comprehensive zoning scheme, said:

"Such restrictions cannot be placed upon the use of property for purely aesthetic reasons, although if the public health, morals and safety are secured by the enactment of such legislation, the fact that an aesthetic benefit incidentally results will not invalidate the exercise of the power." (*Pritz v. Messer*, 112 Ohio, 628, 149 N. E. 30.)

It is such expressions as the foregoing, contained in these very recent decisions, that have led writers on the law of Municipal Corporations to speak more guardedly in connection with the question of the exercise of the police power for aesthetic reasons. As pointed out in the last case, Mr. Dillon states that the law is undergoing a change, and Mr. McQuillin, in his work upon Municipal Cor-

porations (Sec. 929), has stated that the promotion of municipal aesthetics is bound to increase with the years and the courts will "finally sanction restrictions imposed solely to advance material attractiveness and artistic beauty."

#### REGULATION OF PUBLIC BUILDINGS

For a number of years the public at large has recognized the necessity of art in the construction of its public buildings; and so we find in many cities and states Boards of Commissions created by law, charged with the duty and responsibility of approving the location and design of public buildings, and other structures before they can be erected.

"The growth of the civic and municipal aesthetic sense has been a significant feature of recent American evolution," says one author. (*Larremore, Public Aesthetics*, 20 Har. Law Rev. 35.)

#### CONCLUSION

The legal aspect of this question would seem to depend entirely on the future interpretation by the courts of the term "general welfare." As stated by the New York Court of Appeals in a recent case (*Wulfsohn v. Burden*, 241 N. Y. 288, 43 A. L. R. 651):

Professor Freund stated a number of years ago that

"It is conceded that the police power is adequate to restrain offensive noises and odors. A similar protection to the eye, it is conceived, would not establish a new principle, but carry a recognized principle to further applications. In the matter of offensiveness, the line between a constitutional and an unconstitutional exercise of the police power must necessarily be determined by differences of degree." (Freund, "The Police Power" (p. 166).)

Ruskin says that the outside appearance of a house does not belong alone to the owner of the house, but to the whole community. Our people and our courts

are being gradually educated to realize that as our cities grow and become more complicated, one's right to do with his property as he pleases must be more and more restricted to protect the rights of the public at large. The time must come when our courts uniformly will realize the development of the public consciousness toward beauty, and frankly allow aesthetic regulations to come under the police power, and there are those that believe that "as soon as the average person may be thought to have developed an apprecia-

tion of the beautiful, the courts will, no doubt, sanction legislation for aesthetic purposes." (Baker, "Municipal Aesthetics and the Law," Illinois Law Review, Feb., 1926.)

The writer, too, believes that at a not too far distant time the matter of architectural control of buildings and structures erected upon private property will be brought within the purview of the legitimate exercise of the police power, and the former doctrine upon the subject of aesthetic considerations will be completely obliterated.

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Treasury Department

## Bureau of the Public Health Service

Washington

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### PUBLIC HEALTH ENGINEERING ABSTRACTS

**The Treatment of Milk by an Electrical Method.** Samuel C. Prescott. American Journal of Public Health, Vol. 17, No. 3, March, 1927. pp. 221-223.

Experiments in Great Britain by Prof. Beattie and Sir Oliver Lodge in 1914 resulted after some years in a process by which milk, subjected to the action of electric current was heated quickly, uniformly and completely to accurately controlled temperatures. Brief treatments of only a fraction of a minute effectively destroyed such pathogens as tubercle, typhoid, and colon bacilli without noticeable change in appearance or taste. Introduction into the United States resulted in changes of design, operation and technical improvements tending toward simplified operation and automatic control.

The author's personal study of a commercial installation covered about a year. Milk was pumped through the apparatus at such speed that 220 volts A. C. 60 cycle current raised the temperature to 158-160° F., and at that speed 12 seconds were required to pass the milk through the treating chamber. The results showed great uniformity of treatment, normal taste and cream volume and excellent keeping quality. The reduction of bacteria was highly efficient. No colon nor tubercle bacilli were found among the surviving types.—Malcolm Lewis.

**Sewage Treatment Experiments at Houston, Texas.** W. S. Stanley. Proceedings of the Ninth Texas Water Works Short School, Texas Section, Southwest Water Works Association. pp. 288-292.

The earliest sewage treatment experiments with activated sludge in Houston were begun about 1914 and have continued since that time. A number of the interesting fundamentals established through this work are given. It was proven that when the quantity of air supplied was less than 0.2 cu. ft. free air per sq. ft. of water surface per minute that there was a noticeable falling off in the results and when the

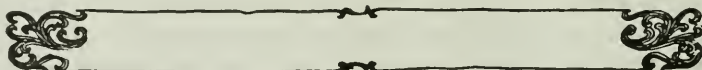


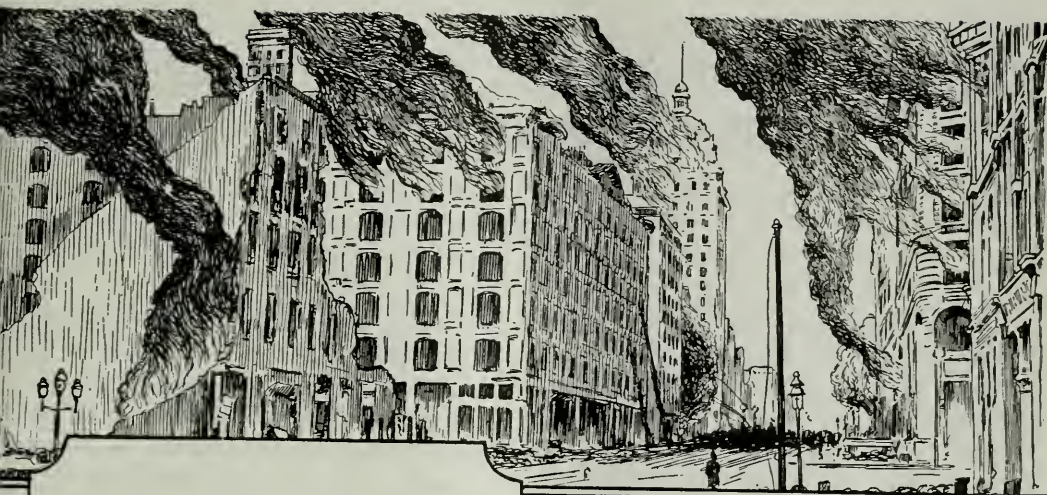
amount of air per square ft. was in excess of 0.25 the improvement was not proportional to the quantity of air supplied. Tanks with a depth of less than  $7\frac{1}{2}$  feet with ordinary agitation would not give the best results. The problem of combating the clogging of the filtros plates, due to iron rust, was solved through the immersing of the plates for a few hours in a 10% solution of hydrochloric acid. It is now believed that the use of concrete holders and dust removers for cleaning the air will give the plates a life of at least five years.

The lagooning of sludge (a form of separate sludge digestion) has not been altogether satisfactory. Methods of sludge dewatering were tried. In 1917 the old process of flotation was employed embodying the use of soda ash and sulphuric acid with application of heat to evolve  $\text{CO}_2$ . The best results were obtained with 105 lbs. of soda ash and 268 lbs. of sulphuric acid per ton of dry product with temperature of  $45^\circ \text{C}$ . The resulting sludge, however, had about 97% water, and obviously such a method was not practical. In 1921 a dewatering plant was put into operation which consisted of three cyprus sludge settling tanks of 50,000 gal. capacity each, two plate and frame filter presses and one direct indirect heat rotary dryer. This plant had a capacity of ten tons of dry sludge per day. Attempts were made to filter the sludge directly as received from the aerating tanks and also after acidification with sulphuric acid and sulphur dioxide gas, the final cost of the product being: Unconditional sludge—\$38.90; conditioned with sulphuric acid—\$33.85; conditioned with sulphur dioxide—\$39.30. The high cost of operating the filter presses and the short life of the filter cloth has caused the abandonment of the process.

A standard wet machine such as used in the paper industry was installed, but cost of replacement of screens, loss of solids, and nonconsistent results caused the abandonment of this process. More recent experiments using a 4-foot American continuous vacuum filter with aluminum sulphate or ferric salts as conditioning reagents have been tried. Hydrogen ion concentration has been used as a guide for the conditioning process. The optimum PH for filtration with ferric chloride is about 5.4 and with alum sulphate is about 4.8. It is expected to produce a sludge cake containing from 80 to 82% moisture at a cost within economic limits and which can be further dried in the rotary dryer. Experiments in 1926 using a conditioning agent and running the sludge so treated on to drying beds for partial drying were not successful, due to climatic conditions and odors and other nuisances produced before the sludge had time to dry sufficiently to be removed from the beds. Other experiments to prevent the rising of sludge blankets in the settling tanks through the use of chlorine were tried. Experiments on the iron content of sludge have indicated that so far as Houston conditions are concerned the iron content has no effect on purification.

Experiments with very concentrated packing house waste indicate that surface aeration by mechanical apparatus is equal in cost of power to that of diffused air. Standard purification was accomplished by the first method in 36 hours as compared to twelve hours with activated sludge. With normal domestic sewages, however, there may be attained a greater power economy using surface aeration.—Chester Cohen.





## San Francisco, Cal.

[APRIL 18, 1906]

The greatest conflagration ever experienced in San Francisco took place on this date.

The principal damage was done in the lowlands between the hills where were located most of the cheap lodging houses, tenement houses, warehouses and business buildings. This was also the scene of most of the fatalities.

The explosions of highly combustible materials located in various warehouses made the work of fire fighting doubly difficult. The work was further complicated by the failure of the city water system.

The fire authorities eventually commandeered all the gun powder and dynamite in the city in order to destroy several buildings and create a space in the path of the flames. This means proved effective in checking the fire.

Among the most famous buildings destroyed were the Palace Hotel, the St. Francis Hotel, the offices of practically every newspaper, the City Hall, Grand Opera House, Post Office, Leland Stanford University and the Merchants' Exchange. The total property loss was \$200,000,000.



## Great Fires of History

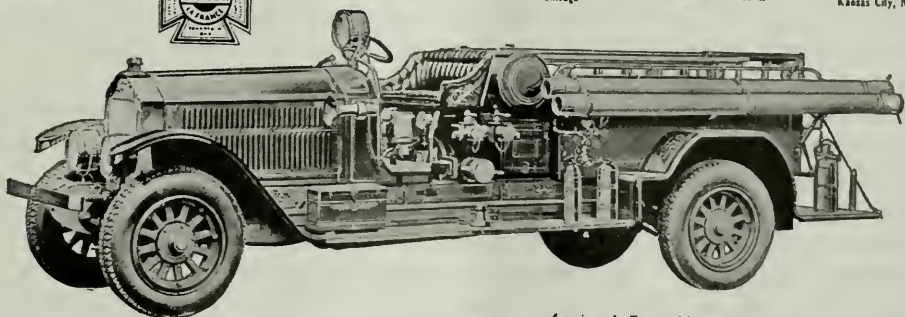
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## Equalization of Assessed Values Through Scientific Appraisal Procedure

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By JAMES G. STAFFORD

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THE CHAIRMAN: The delegates will be interested in a telegram just received from Past President Moody. He says, "Circumstances over which I have no control have again prevented me from participating in your deliberations. I send you greetings and trust your convention will be the best ever held." It is signed H. L. Moody. (Applause.)

The next number on our program is a talk by James G. Stafford on the "Equalization of Assessed Values through Scientific Appraisal Procedure." Mr. Stafford. (Applause.)

MR. STAFFORD: Ladies and gentlemen of the League of California Municipalities, I came from my desk in Oakland, where we are directing the revaluation of Alameda County along the lines of the study I want to tell you about here today, with a good deal of anticipation at meeting you gentlemen, this being the eighth or ninth convention of the League that I have attended. When I began talking about these methods of equalizing assessed valuations as long ago as 1913, you could count the cities and towns on the fingers of your two hands where similar work was done at that time to equalize tax assessments. Today more than one hundred cities, towns and counties throughout the United States have adopted these methods, with general satisfaction to the taxpayers and the public officials involved in the assessing function. It has been my privilege to direct the work in fifty-two of these cities and towns and counties since 1914.

Today in the position of superintendent of the department of reappraisal of the county of Alameda we are handling the reappraisal work of a county with 840 square miles of area, having within its boundaries more than ten incorporated cities and towns and the great area of land ranging in importance from high value business districts to very low value grain and grazing areas.

The methods that have been used throughout the years in these fifty-two cities and towns that I know about personally, and in the other fifty by others who were associated with me, are just as applicable and just as successful in the solving of assessed valuations in other cities and towns as they have been in those that I know about.

I think that the most important feature of equalizing assessed values through scientific appraisal procedure is public confidence, the absolute satisfaction of the people with the methods being followed, and the feeling that those people have a right to be heard and are participating in the fixing of the values of the real estate and the improvements they own and for which they are being assessed.

I believe that public participation in governmental affairs of all sorts is absolutely vital, and the more publicity, the more information that we can get before the public, the better it will be for government and for those responsible for government. If the people know what is being done and have a chance to say something



about it before the matter takes the form of a crystallized public document, and especially the tax assessment roll, that public is going to be satisfied and will stand back of the assessment and support the assessor. That is why we believe—and when I say “we” I mean the organization that I have developed in Alameda County and one in San Francisco—we believe that we are getting better results by going to the public with our work and asking it in groups, in committees and in public meetings, some of them as large as this, to cooperate with us in the fixing of values.

We handled 131 districts similar to this map that you see on the wall here, in reappraisal of land values in San Francisco last year. More than 12,000 people sat in on these conferences and assisted in placing the values on the land value maps, upon which is predicated the individual lot values that were finally worked out through a system of uniform mathematical computations of individual lot values. Full publicity is given to these meetings and has always been. The press carried the reports of the results of those meetings. With my associates we appeared before hundreds of public meetings of various sorts, telling the people of those meetings what was being done, how it was being done, and asking for the cooperation of those people, and as a result we got it.

This method will succeed just as well in a small town as it does in a big city, just as well in a medium sized city as it does in the rural territory, and you men who are directly connected with the assessing procedure and you public officials who must have revenues of an adequate sort to operate your other departments should be interested in knowing about how this work is done and how successful it has been.

As the first essential land value maps

must be prepared similar to this map of the central business district of Oakland that you see on the wall. The board on which the map is placed is a little farther back than I expected to have it, but you will notice it is an entirely blank map; that the streets and location are shown, but that it contains no information as to values. Landmarks may be indicated, and street railways and other features that are important are shown. With such a map before the public meeting we can begin talking about individual street frontage values. We can decide which street is the most important. Then which is the most important block of that street, and then compare the other block frontages in that district, using the high value location as a point of comparison.

I want to show you the central business district map of San Francisco that was worked over by a group of people who were directly interested in the values being placed on their properties in that central business district. This map is the actual work sheet that I personally worked out with forty-five representative property owners in the high value business center of San Francisco at the beginning of last August. It was finished sometime about the 10th or 20th of December. And eighty of the most important property owners in San Francisco sat in at the concluding meeting in December and accepted the valuations on that map, with just one change. That shows a pretty thorough satisfaction with the appraisal of values and with the equalization that was worked out as a result of it.

Now how did we do it? We first of all picked out a very representative group of men, forty or fifty, and invited them to hear the preliminary explanation, and put some information on the map in a general way. The subcommittee of that original group was one consisting of seven, of which R. B. Hale and several

others of that caliber were members. This committee of seven worked with me for four months, going over the street frontage values on that map, analyzing sales information, building values, the rental returns from various pieces of property, and the relative importance of one block as compared with another, until we had a set of values of street frontage that was satisfactory to that small group of seven men. At the time that we had a big final meeting in the City Hall in San Francisco we had these seven men on the floor defending the values that they had helped to establish—and they had some defense to make in several instances—and this group of seven refused to consider two or three demands for changes in values on that map. Only one, at Fourth and Market Streets—right here (indicating)—being changed from \$11,000 a foot to \$9,500, and that point has been discussed and gone over in several committee meetings at different times. Traffic counts having been analyzed and the habits of the people in crossing Market Street farther down from Fourth and Market having also been analyzed and considered, they were willing to accept the change that was made. Otherwise the map was adopted as it was.

With a valuation map of that sort adopted, the individual lot computations can be made through a system of mathematical computations, that recognizes the effect of depth on the value of a city lot, the influence of corner enhancements, of alley enhancements, and the size, shape, and frontage of the individual parcels, which is all subject to uniform mathematical treatment without regard to who owns it, how it is used or why it is not used.

Let us take this other map now: in the analysis of street frontage value it is necessary to take into consideration the effect of transportation facilities, of traffic counts, of topographical conditions,

of the location of important public buildings, parks, playgrounds, churches and other things that affect traffic or block it in some way. This map that is on the wall here is one of a secondary business district in San Francisco, known as the Fillmore District. It shows the value of the street frontage on Fillmore as established by a committee of property owners who are most interested in Fillmore frontages. At either end of the street, right here and right here (indicating), at Fulton and Sutter Streets, there is a hill, quite a sharp slope, that interferes with the expansion of the business district in either direction. The result is that the Fillmore Street business center is hemmed in by the effect of those hills to a comparatively short distance on the street. As soon as traffic strikes the hill it acts like water: it tries to find an easier way of getting around, and the result is a lack of business in that particular area.

Now I have been talking principally about business street frontage value. Similar analogies of land values for residential purposes, with different factors in mind, will help establish land values, in the residential districts. We all know where we would rather live, compared with some other locations, and there are reasons for it: a better social atmosphere, better school facilities, a restricted residential district properly protected by zoning ordinances, and things of that sort that affect values which are known by the public itself which owns that property, by those who live in that district and who would not live other places. Committees of this kind of people in public meetings, with the door open for anyone else to come in who wishes, with a display of the maps in public and with the computation of individual lot values prepared out in the open, is a most satisfactory way of appraising the real reasonable value of the real estate.

If these properties are appraised at full value throughout a given taxing district, any assessments, whatever the percentage of full value may be that is assessed, will be fair and equitable and will be acceptable to the taxpayer.

In the appraisal of buildings it is essential to know more of the detail facts about a structure, but before buildings can be appraised it is necessary to talk with the building material men, the contractors, the architects, the engineers, and the builders in a given district to arrive with them at a classification of typical buildings, and to establish a cost factor table applicable to that classification that will make it possible to estimate the replacement cost now of each structure. A similar group can be called upon to cooperate with an appraisal organization in establishing a reasonable depreciation table to take care of the depreciation from the replacement cost new of the buildings, obsolescence, and other factors affecting the building values.

In Oakland a month and a half ago we had forty-five or fifty representative men of the building trades in conference such as I have described who went over the classification tentatively set forth for them by the engineering department of our organization, and, with a few minor changes they adopted that classification and these cost schedules per square or cubic foot, according to the classification of the buildings, so that they were satisfactory to the thought and experience of the building profession and trades of the County of Alameda.

Once the building cost schedules are worked out, the appraisal of the buildings is a matter of finding the physical data concerning the structures, having them properly classified and having the cost estimator apply the proper cost factor per square or cubic foot for arriving at the replacement cost of the building.

From these figures fixed tables are prepared.

The whole thought in such a procedure is that uniformity of results is essential. That uniformity must prevail. Most appraisers work from the structural angle. They look for all possible values in a given location or building, and they overlook the general uniformity that the assessment law requires shall be measured out to all taxpayers. These methods make possible uniformity, make possible the establishment of relative values in such a way that both the taxpayers and the cities and the counties benefit.

I had a meeting in Livermore Saturday night when we took up with more than 150 representative farmers of Morley Township, which is in the eastern section of Alameda County—a low value grain and grazing country. Those men had met with a representative of my office over a period of five weeks in their own school district. They went over maps of their particular areas with this representative, talked with him about the comparative values of this kind of soil and that, and of this and that location in other parts of their school district, and the joint meeting of all the eight committees—something like fifty men—had been held after they had met individually. They went over the maps, analyzed the relative features of valuation that had been sketched on the county lands, and at the meeting on Saturday evening when 150 men attended, and which was also attended by Mr. Kennedy, the County Assessor, and Mr. Meese, the County Assessor of Contra Costa County, they expressed their complete and general satisfaction and that of their constituents in their school districts in such a way as to indicate that the valuations so set in the public meeting way were entirely satisfactory, and a number of them said they even thought



their assessed values would be increased by the new valuation but even then they were entirely satisfied and felt that the valuations were relative.

That word "relative" is the thing that must stick out, and did in this meeting at Livermore. If you get your values relative, one block compared with another in a district, one district compared with another in a certain taxing area, if you have them relative then you will find general public satisfaction prevailing.

In this examination of the values in San Francisco, made during the last year, the lack of relativity was so apparent by a study of the total values of the Assessor as compared with the appraisal, by volumes of the Assessor's roll. There are forty-one volumes in the Assessor's roll of San Francisco, and by taking the particular area covered by each volume, and comparing the assessed value in that volume, with the appraised value, a range of variation was found from 17.8 per cent of the appraisal to 49.5 per cent of the appraisal. In other words, there was not relativity between the various parts of the city of San Francisco. A uniform level percentage of 40 per cent or 50 per cent would eliminate that discrimination between parts of a city and bring about equalization.

What we are interested in is not more taxation but more equalization.

I think that I have in a general way presented what are the essential points in the matter, and I think you can get more information and we can all get more out of it if you will ask a few questions. It is a quarter to 12 now, Mr. Chairman, but I will be glad to answer a few questions should you want me to. (Applause)

THE CHAIRMAN: We will take a few minutes for discussion of this topic, and Mr. Mason informs me that this is one of the popular questions in the various cities of the state. Mr. Mason

would like to talk a few minutes on this subject and then if there is any specific question which you desire to ask you may do that. I want to urge, however, that the delegates do not leave before we have the next speaker, which is going to be of great interest to them. I want to have that presented before we take our recess at noon, so Mr. Mason will talk briefly in this discussion that we are to have at this time.

MR. MASON: Mr. Chairman and ladies and gentlemen, I will not take up your time extending this discussion. I only wish to say that, if you will recall, some of you who were here yesterday, I emphasized the importance of cities adopting scientific methods in the conduct of their affairs, and I pointed out how we are already adopting scientific procedure in respect to all the many activities of the city, and now here is another instance where scientific methods can be applied to one of the most vital functions of the city, namely in the exercise of its power of taxation, the most important function that a city has. This is the first and practically the only attempt that has been made to reduce that to a scientific basis. I understand that science means the adoption of methods, searching for facts, the discovering of facts, making analogies of conditions and determining cause and effect, and these methods are particularly scientific. Now the methods which have been developed by Mr. Stafford as the result of prior use years ago is a real scientific method of determining valuations for the purpose of taxation. I want to call attention to this fact: that our constitution requires that all property shall be taxed in proportion to its value, and there is no way of determining a portion of value unless you can first get the full value, and this idea of having the consensus of opinion to fix those values comes nearer satisfying our notions of

what should be democratic institutions and a democratic government. Merely go to the people themselves. Besides, you understand that value is largely a matter of opinion, and in order to get that down to the most accurate point you must search for and obtain the largest range of opinions. Therefore this idea of having public meetings and conferences and getting the consensus of opinion in that way is really the better one. I attended the last meeting of the property owners in San Francisco, and it was typical of all the meetings. There was a decided public interest in this question, and it was very interesting to note the reactions that were displayed at that meeting. It requires to some extent upon the part of the persons who conduct these meetings a knowledge of psychology or an acquaintance with the problems of human behavior, because there are people at these meetings who are interested in keeping values low and others interested in keeping them high. The one in charge must seek the motives of those present, and it is not difficult to discover them. Then, by analyzing those motives you can very readily detect—especially if they are in the open and are subject to public criticism—what they are. You can find out what values are excessive and what are undervaluations. It is not difficult to determine relative values and what will be a reasonable and fair and conservative estimate of the true value. Mr. Stafford has already pointed out the range of variation that was encountered in San Francisco, and I do not need to call your attention to the gross injustice that would result in that way. How general that condition is I could not say, but I apprehend it pertains in a great many communities of this state, and I think probably there should be an appraisal made of the entire taxable property of the state in order that the

provisions of the constitution might be fully complied with. I thank you. (Applause.)

MR. SUTHERLAND, of Fresno: Now that this survey and appraisal has been made—take San Francisco, for instance. It has been completed, I take it. How is that going to act with the Assessor of the City and County? Is he going to adopt this schedule of valuations in future assessments, and if so how do you bring it into being? How do you go about that?

MR. STAFFORD: The Assessor has already received a copy of the record in detail, lot by lot, that being listed upon the appraisal record and furnished to him in a summary sheet form. He may use it just as he uses any other information. It is there for his use.

MR. SUTHERLAND: That is what I am getting at. And suppose the Assessor is averse to this sort of thing, and thinks he knows more about it than anybody else. There is no way of having that adopted, is there?

MR. STAFFORD: There is a political campaign on in San Francisco, and I would not like to say very much about what could be done with it in San Francisco right now. We are going ahead to make up the building valuations for his use next year. Right now we are working on the buildings. So I anticipate that the information on file in the Assessor's office in San Francisco will be used by somebody. It has never been turned down in all of the experience that I have had by any Assessor anywhere else.

MR. SUTHERLAND: If, however, it should not be used by an Assessor anyhow, then the only way is to await the next election and elect a new Assessor? Is that it?

MR. STAFFORD: Probably. Just one more thing that I forgot to mention: In yesterday's meeting of the clerks, audi-

tors and assessors' section, some reference was made to work done in Palo Alto and also in San Diego. Mr. Wright outlined to you the hectic period of equalization work he had to go through with in adjusting the values of property in San Diego. I believe that all such trouble, almost without exception, can be avoided by taking the public into the confidence of the assessing authority before the roll is written. I believe that the public in San Diego would be entirely satisfied with a revaluation, and even an increased valuation if one were necessary, if they had had a finger in the pie. It is working out in other cities and towns, and it would have worked out in San Diego. This is not a criticism of the assessing authorities in San Diego. It is possibly a criticism of the governmental authority that maybe would not appropriate enough money to do the work. It costs money, of course. We are spending now in Alameda County more than \$400,000 in the doing of this work, but it is worth while. And by going to the public with these maps and discussions, by doing the thing in open public meetings with the doors open all the time, you will get better

results, and I am sure that the trouble that has occurred in San Diego could be avoided. I want to leave that thought particularly. There are some little folders here telling of the work that is being done in Alameda County, just a little indication of the kind of publicity work that is necessary to acquaint the public with what is being done.

THE CHAIRMAN: The next topic and the last before our program closes this morning would have been reached some time ago had the delegates been prompt in getting to the session at 9 o'clock. I do not like to criticize, but in that way we simply establish a precedent for somebody else to follow. If all of our delegates get here on time we will have plenty of opportunity for discussion of these various topics. The next matter is that of the building code, and the gentlemen presenting it have been working several years upon it. Mr. Koch, building inspector of Berkeley, is to present the topic "Why the Cities Should Adopt the Uniform Building Code," and I urge your careful attention to this matter and ask that you all remain here until the conclusion of the paper. (Applause.)

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## The Proposed Uniform Building Code

By S. P. KOCH,  
Building Inspector of Berkeley

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MR. KOCH: Mr. President and ladies and gentlemen, I am here today representing the building officials conference of the Pacific Coast to tell you what I can of what the conference has been doing in the preparation of a building code. The conference itself was organized some five or six years ago. The father of the conference, Mr. Woodruff, is the building

inspector of San Jose, and it was through his efforts that the conference was organized. Mr. Woodruff called a meeting of some dozen or so inspectors to discuss the State Housing Act, and see if the inspectors could arrive at some common ground for the interpretation of the law. At the time of this meeting the inspectors got to talking about building codes, why



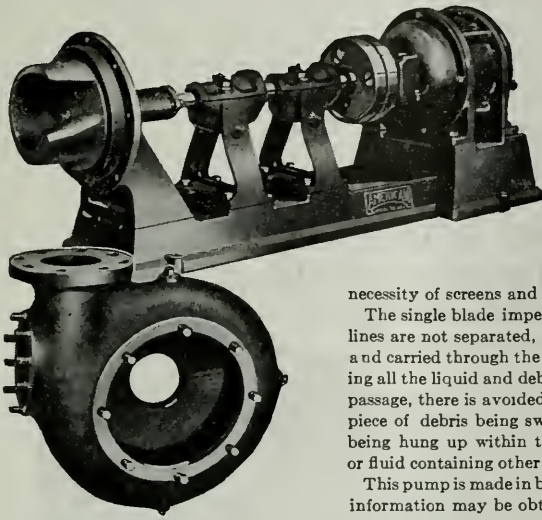
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one city has certain regulations and another city other regulations and the uncertainty of other regulations and the conference decided that inasmuch as they were representatives of cities it was perfectly right and proper that they should proceed to prepare a building code which the conference could recommend for adoption by cities.

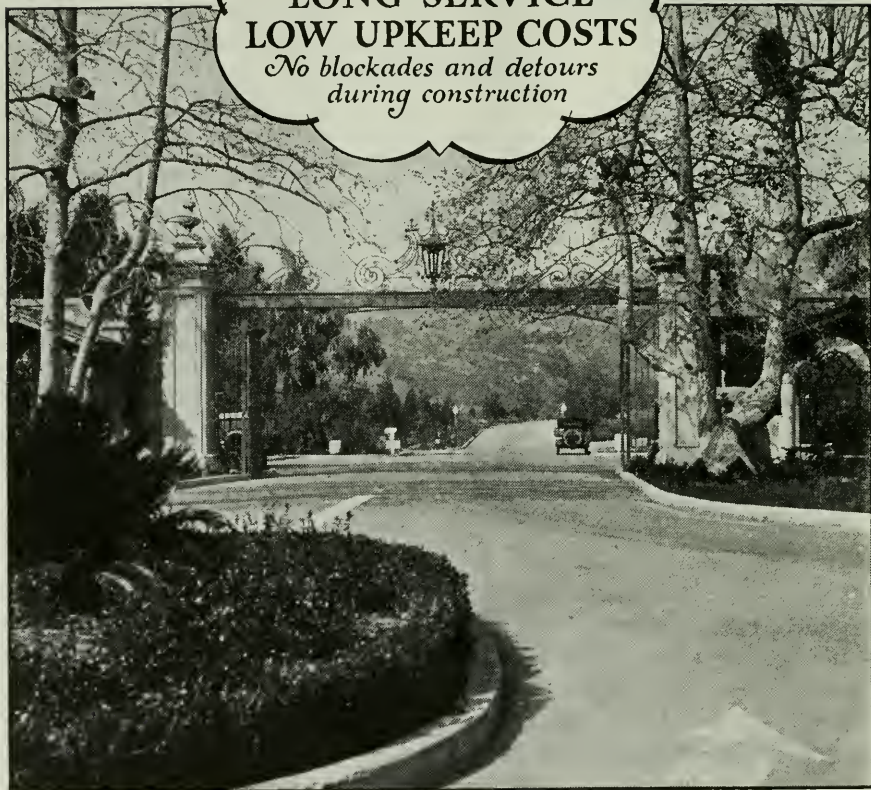
Our organization now, while starting in the State of California, has spread up and down the Coast and we have a membership in Arizona, Oregon, Washington, Idaho and British Columbia. Nearly two years ago, shortly after our meeting in Seattle we started work on a code. This code was prepared and in preliminary form and put in print last September at the time of our annual meeting in San Jose. The code is based to a certain extent upon the recommended form of a code gotten out by the Building

Code Committee of the United States Department of Commerce. In the preparation of this code, the conference, in order to take care of our large territory, divided itself into three districts, northern, central and southern. District meetings were held in all of the districts, and a year ago last May a general meeting was held here in the city of Sacramento. These meetings were attended by building inspectors, representatives of material interests, architects and engineers, and our whole thought in the preparation of the code has been to join forces and prepare something that is workable and reasonable. The work has been financed by cities and also by material interests. No particular organization has control of the work, and the majority of the building interests are working from purely unselfish motives, as it were, although each material man wants to have all he can

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get, of course. Still, at the same time, I have heard in meetings a concrete man, for instance, recommend brick in a certain place, instead of concrete. The material men themselves are reaching a stage where they realize that it is necessary for them to sell their materials for those uses in which the materials are applicable.

As to the code itself, it is divided into some six or eight chapters or parts, rather, the administrative part, requirements based on the occupancy of the buildings, requirements based upon the location and fire zone, requirements based upon types of construction. Requirements for occupancy are generally lacking in most codes, whereas in the opinion of the conference occupancy of a building is of prime importance. In other words, the building should be designed for the occupancy, and not the occupancy for the building. There is your location and fire zones, and you have your high values controlling the type of construction. These are the three major parts, you might say: requirement on occupancy, for zones, on fire zones, and types of construction. The code goes on with engineering regulations covering live and dead loads, requirements for masonry, reinforced concrete, steel and iron, wood, which are major building materials, continuing on with detail regulations, taking in excavation, wall stresses, floor, roof, windows, chimneys, fire extinguishing apparatus, and so forth. The code specifies certain types of fire protection in certain places.

This code has grown up in this manner. It has been studied, and criticism has been made of it. Shortly after the disaster in Florida the Building Inspectors' Conference of Florida recommended the code and made no changes for their locality. Our criticisms from the Florida people have been very good. Various material interests and national associations have recommended the code and offered criti-

cisms. The building inspectors themselves have met in district meetings and offered their criticisms, criticized the code as it now stands, and we are striving to have our work so shaped that the final draft which the conference can recommend for adoption will come up before our next annual meeting in Phoenix the latter part of next month.

As to reasons why cities should adopt a uniform building code, the labor of preparing a code is quite some job, and in smaller cities the cost of publishing an ordinance is also an item to be considered. The last legislature passed an Act whereby building codes and other documents of that sort could be adopted by reference, which will enable smaller cities to have a complete code at minimum cost. In this connection I might say that the code as it now stands in a preliminary form was adopted by the city of Sacramento, the city of Alhambra and one or two other cities in the state, the city of Klamath Falls, Oregon, adopting the building code by reference, their ordinance adopting that code consisting of but three or four typewritten pages, something that costs but little to publish.

There is a certain economic value in a uniform code. The contractor, for instance, or an architect in the case of a city having a uniform code, would know when going into a town what was required instead of the procedure that now pertains in the way of trying to find out from the individual cities what their requirements are, wherein they differ from other cities. For example, in Berkeley, my home town, we require 12 inch walls and over in Oakland across the line you can use an 8 inch wall. Another thing that I think will help in the cities that do adopt the uniform code is the fact that the conference itself proposes to keep the code up to date. Our code is based upon the help, information, data and so forth that we have been able to





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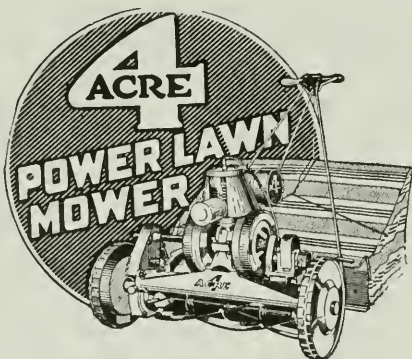
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obtain. We have availed ourselves of research data prepared by the Department of Commerce, the American Society for Testing Materials, the National Board of Fire Underwriters, the Underwriters' Laboratories, the American Engineering Standards Committee, and the research data that has been prepared by various national trades associations.

Another thing that I believe would help considerably: Cities that have uniform codes will find this: that almost invariably there are some selfish local interests who put across legislation in cities, which condition would be largely controlled if the city could say, "Our code is the same as some other cities." The selfish interests would not get so far then, particularly in the case of a uniform code that is sponsored by reputable organizations, and those organizations in turn are going to see that changes in the code are made only when they should be. The building code is being prepared by the conference, and in so far as construction is concerned there should be no changes made to suit local conditions. However, there may be certain changes required for individual communities with reference to heights of buildings and certain other details that are purely local in their application.

The time is getting rather short, and I think that I will let Mr. Donovan, who is to follow me, carry on. (Applause).

THE CHAIRMAN: As I say, this topic is one of importance, and I think as a matter of courtesy those who are speaking in the rear should come forward and take seats, because it does not conduce to the best interests of all of us who are here if there is conversation going on in the rear. Our next speaker is Mr. John J. Donovan, president of the State Board of Architecture, who will address you on this subject now.

MR. DONOVAN: Mr. Chairman and ladies and gentlemen, whether you

adopt this code or some other code is immaterial to me as a member of the architectural profession and building industry, but I wish to say to you that in my judgment and that of men of the building professions there should be a building code that is uniform not only throughout the State of California but throughout the Pacific Coast. We build buildings in all parts of the state, and we do not do our best work when we have to spend the time matching up one code with another. I don't think that you should go at this thing in any pussyfooting manner at all. It gets a little under my hide to see you approach it in an apologetic way, when you stop and realize, according to the report of S. W. Strauss, in fifty-nine cities in 1924 in the State of California, they spent \$409,895,000—fifty-nine cities spent that—in 1925 fifty-six cities spent \$407,848,000, and in 1926 the same fifty-six cities spent \$358,702,000, or an average for three years per year of \$388,771,666. Now I will say to you the building industry is one of the greatest in the world, and it is still a mystery to the majority of people, and there are many, many unknown quantities to the men of the profession. It is an industry that ought to have established by the states themselves a body somewhat similar to our State Board of Architecture, although established and carried out on a different plan. If you were to take from the building permits, we will say start with 1 per cent, it would mean \$3,890,000; if you were to take one-tenth of 1 per cent it would mean \$389,000; with one-twentieth of 1 per cent it would be somewhere around \$199,000, or in round numbers say \$200,000.

My belief is this: that state legislation should enact a law or create a board which would be regularly installed, a northern division and a southern division, so as to cover this state and that board to devote itself to the creation and compilation of a building code which would be

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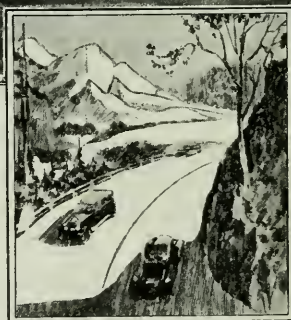
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applicable in the north and in the south as the conditions warrant.

What did we do? I will give you a concrete example: we built a school recently in a city, a city of 300,000 people. They had several building codes there, and within the fire zone this school was built. We took up the preliminary design of the structure—we had devised a structure that was somewhat new and that required lathing different from the building code. We took that up with one of the engineers of the department and he told us it was splendid, "go ahead," and when it came to me to put the drawings through, why in the absence of the chief building inspector, who was away on an eastern trip, nobody had the courage to do it and we had to wait until he came back for his approval of it. And yet that type of construction meant a saving of thousands of dollars; it meant safety to the children over what could have been done on that contract, and if we had a board or two boards acting as one, why then these things could be transmitted to them a long time in advance and we could have their criticism and the observation and study of men who are expert in the building industry.

Now I say that I do not like the kind of pussyfooting the way we are doing in the building industry, for that sometimes is very irritating. We borrow from the American Society of Testing Materials, and we borrow from the American Society of Civil Engineers. We borrow, whereas we ought to have established a Board which would borrow from them and make it legal. Now what is it going to mean? Supposing this state has a tax of one-twentieth of 1 per cent passed on buildings? It would mean this: that the economies exercised through the study would bring to the owner many, many times more than any tax he ever paid. I will say now, and I can do so safely, that such a board in existence and such a code, flexible enough so that it can be

modified, with that in operation I will say that inside of five years the owners of property will receive annually 10 to 15 per cent of the cost they are spending now. They will save that amount. There is another value back of it all: the value that when men know how to build they will build beautifully. However, that subject is a little too big to go into here. But I want to point to one more fact, and that is this: for our state department of public instruction California voted bonds for public schools, including junior colleges, in 1923 and 1924—that is, from June to June—of \$42,000,000; in 1924-25, \$36,991,000; and in 1925, last year, \$41,729,000, or a total in three years of \$120,000,000, or an average of \$40,251,000 a year. Now do you know that there is not a code, a school building code in the State of California? There is not one. And I say to you that with a uniform building code and a board properly constituted and organized—two boards, one in the north and one in the south, you will bring out economies in your school house construction, and notable economies, and you will bring conditions of safety which will be far better than they are today. There is so much to be said on this subject that it cannot possibly be covered by a two minute talk. I thank you very much. (Applause).

THE CHAIRMAN: The session will adjourn until tomorrow morning, and I have been requested on behalf of the session to ask that you be here promptly at 9 o'clock so that the session may start on time. (Adjournment.)

THURSDAY, SEPTEMBER 22, 1927

President Sippy Presiding

THE CHAIRMAN: We have one or two exhibitors who would like to speak for a few minutes. First, J. A. Blood, sales manager for the State of California of the Standard Oil Company, on the subject of Asphaltic Pavement.

MR. BLOOD: Delegates to the convention, ladies and gentlemen: The Standard Oil Company of California, Asphaltic Department, is maintaining an exhibit in the rear of the room at which you will find in attendance representatives of our Asphaltic Department from all sections of the State of California. In our exhibit we have a tabulated statement which shows the area of asphaltic concrete pavement in each particular community which has outlived the bond issue under which they were made. In other words, if any of you gentlemen are interested in finding out the square foot

area of pavement in your city which has been down for ten years or longer, you can very easily ascertain it by looking at the tabulated table in the rear of our exhibit. We also have there a picture of the Sixteenth Street pavement in Sacramento. Sixteenth is the street which passes to the east of the Auditorium. This particular piece of pavement was laid during 1912, and has rendered the city of Sacramento fifteen years of satisfactory service without having required any maintenance. Any of you gentlemen who are interested in determining the present condition of that

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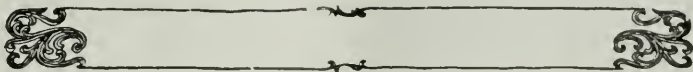
660 Market St., San Francisco, and Glendale, Calif.

pavement can very easily do so by passing out of the east door and seeing the street. We also have there a machine which consists of a wheel, a truck wheel dropping upon a piece of pavement, which duplicates the condition that takes place on the roads and streets of our state, and exemplifies the result of impact upon pavement. Asphaltic concrete is so designed that it will absorb the shock of impact, and you can easily see that by witnessing the exhibit. We also have literature there which we are very glad to distribute to you, and if any of you have any questions which you would like to ask in connection with street improvement or pavements, our representatives will be very pleased to answer them. I thank you. (Applause).

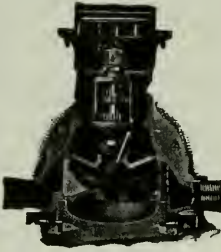
THE CHAIRMAN: Another speaker will be Mr. Ernest F. Bent, the president of the Bent Concrete Pipe Company.

MR. BENT: Mr. Chairman, ladies and gentlemen: As the pioneer manufacturers of concrete pipe in the State of California we have always attempted to produce concrete pipe of the best known quality and under the best known methods. We are glad to announce to you today that we are now producing a new kind of pipe by an entirely new process upon the natural laws of centrifugal force for the compacting of the material. With the exertion of centrifugal force during manufacture of the pipe, every particle of the sand and gravel and cement has the same very great energy exerted upon it, so that the compacted result is giving

us a density never before approached in any kind of concrete work. The very great advantage that accrues by the manufacture of concrete pipe by this method is the fact that the steel which is placed in the pipe is given the same attention in manufacture that the concrete materials are, so that when the pipe is completed we have a homogeneous mass of concrete and steel. We have some miniature machines in our exhibit at the rear of the room, so that any of you who may be interested can see the pipe being made there, some very small ones to show you just how the operation is carried on. The greatest advantage that comes to the user of a water supply line, we believe, which is the class of work this pipe is most adapted to, will be found in the length of life of the lines constructed of this class of pipe. It is so constructed and of such a nature that there is no rusting and no encrustation on the inside of the pipe or any deposition on the outside of the pipe from solutions. We believe that this is going to give a pipe line that the user will find to have practically an unlimited life. I wish to say that this new departure that we are announcing is something that we are very much interested in. It is only a new department of our business. The main bulk of our operations on concrete pipe continues to be the manufacture and installation of concrete sewer pipe for sanitary sewers, and reinforced concrete pipe for storm drains and sewers. I thank you. (Applause).







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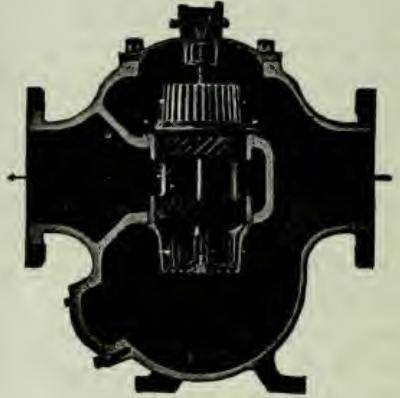
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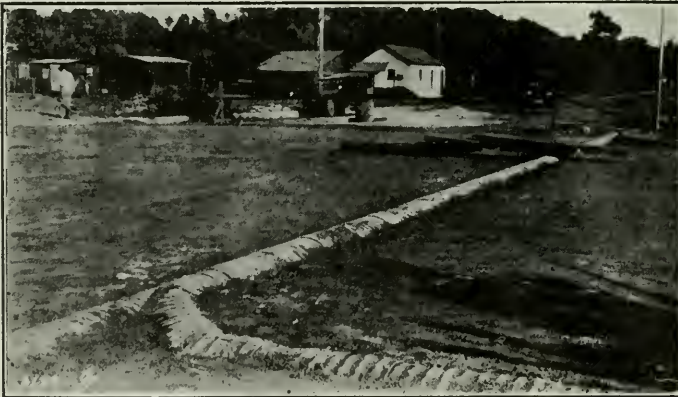
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# The Importance to Municipalities of Assembly Constitutional Amendment No. 27

By HON. VAN BERNARD  
Member of the Assembly

MR. VAN BERNARD: Ladies and gentlemen, I am delighted to have the opportunity of being here this morning and talking on the subject of water. Water is not as interesting a subject to some people nowadays, as some other things, you know, but there is nothing more vital to the State of California at the present time or will be for the next hundred years than the water problem of the State of California.

Mr. Crittenden, my seat mate and friend, whom I have had the privilege of sitting with for the last eight or ten years in the California Legislature, has given you a very good outline of the water situation in the State of California at the present time. I am just going to say to you a very few words. I have no paper to read to you and I am not an orator. I just come from the grass roots back in the country. I live back on a ranch, and I look at this question from the standpoint of the man back yonder who is attempting to produce food and clothes and that like of stuff to enable this state, the most wonderful state that God ever let the sun shine on, come into her own. And, if it is possible, this morning I would like for you to look at this great state of ours just as the great Creator has given it to us; something like ninety million acres, I believe, of land; about twenty or twenty-five million acres possible to be

cultivated, and water sufficient to irrigate all of that land that is necessary to be irrigated if the water is properly handled and distributed. If we continue to go ahead as we are going today, my friends, the day will come when we will come to a mile post down the road yonder in the future, your children and my children and our grand-children, and when they strike that mile post they will find that there is a shortage of water and hundreds of thousands of acres of this wonderful state of ours will have to remain as a desert because we today here in the Auditorium, this group of men representing the state in this convention, did not think and look ahead sufficiently to get behind a coordinated plan that the water might be developed and properly distributed so that all of this great state could be developed. I want to say to you today that if the rulings of the Supreme Court stand as they are today and if Constitutional Amendment No. 27 is not passed at the next election, the water rights of the State of California, barring the riparian rights, are worth very, very little. It is not known, for example, whether the rights of the Hetch Hetchy or even the government project up in our country, the Arlen project, are worth the paper they are written upon, unless something is done that will enable us to take care of the surplus water of the state.

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F. S. McGINNIS  
Pass. Traffic Mgr.  
San Francisco

I happen to live in the Sacramento Valley; I live on a branch of the Sacramento River, one of the most wonderful and beautiful rivers that the sun shines on, a river that we pay between fifty and seventy-five million dollars to keep it from washing us into the sea, a river that drains down annually past the doors of this great city thirty million acre feet of water into the great ocean, to do nobody good, only to feed the fishes, water sufficient to irrigate every foot of this great inland valley here of some sixteen million acres of land. On the floor of the Sacramento Valley today we have between three and four million acres of land. Including the foot hills which are susceptible of irrigation and for fruit production, including citrus fruit, we have nearly five million acres in that water shed—so the report will show us if you will take the time—a runoff of between five and seven million acre feet or five or seven feet to the acre, while in the San Joaquin Valley their water runoff or shed produces approximately  $1\frac{1}{2}$  feet to the acre.

Now what must be done? What must be done with the water that we have which goes to waste? And I want to stop here to tell you that if you want to pay millions to keep the river from washing us into the sea, we are not inclined to give to anybody or allow anybody to take our water until we are assured that all of the land of that valley will have sufficient. After that we are perfectly willing that it should go down to flood back the salt water, or it should be used where it is necessary to develop this wonderful state of ours.

(Continued next month)



# **Pacific Municipalities**

**A Monthly Review of Municipal Problems and Civic Improvements**

**OFFICIAL ORGAN OF THE LEAGUE OF CALIFORNIA MUNICIPALITIES**



**View of Arrow Head, Near San Bernardino**

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**ADVERTISING A CITY—THE MOST EFFICIENT AND ECONOMICAL METHODS**

**By R. A. Edwards of Foster & Kleiser Co.**

**REPORT OF JOINT MEETING OF CITY PLANNERS AND CITY OFFICIALS**

**HELD IN OAKLAND, MARCH 14TH, 1927**

**By Fred E. Reed**

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# LEAGUE OF CALIFORNIA MUNICIPALITIES

Organized 1897

Affiliated with the Bureau of Municipal Reference, University of California

## OFFICERS

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## INFORMATION BUREAU

The League of California Municipalities maintains in connection with the Secretary's Office, a Bureau for furnishing city and town officials with information on municipal affairs, and loaning copies of new ordinances and specifications. Officials are urged to make a free use of this Bureau. Kindly send a self-addressed stamped envelope in all cases.

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## PROCEEDINGS OF THE TWENTY-NINTH ANNUAL CONVENTION OF THE LEAGUE of CALIFORNIA MUNICIPALITIES

Held at Municipal Auditorium, Sacramento, California,  
September 20-23, 1927.

(Continued)

### The Importance to Municipalities of Assembly Constitutional Amendment No. 27

By HON. VAN BERNARD  
Member of the Assembly

*(Continued from November, 1927, issue)*

Constitutional Amendment No. 27 was fought out in the last session of the Legislature by Mr. Crittenden and myself and many others in and out of the legislature after a very bitter fight, and one of the last roll calls in the last Assembly was on the water problem, and almost one of the first roll calls was on the water problem. So you see we fought the battle through and we bring it to you men from the cities today. We bring it to you men who say—and we agree with you—that for domestic purposes there is no question there is a right above the others. I forgot about this thing (indicating microphone). You know I am not used to talking before a little thing like that. I'd rather to talk to you face to face. But perhaps you can hear better if I do talk into this thing. There is no question as to your

right, but it is to you men that we come today and say to you gentlemen that you will go from here today, this convention of seven or eight or nine hundred men, will go from here today with an added burden upon your shoulders, and on those shoulders will be not merely the duty of going to vote for No. 27, as we know it in the Legislature—I understand it is to be No. 4 on the ballot, but I am not sure about that—but that responsibility will not be for you to vote alone, but for you to get the other folks to vote. And don't get this thought in your minds: that the city man is going to be a hard man to convince that No. 27 ought to carry, because the rural man is going to be just as hard. John Smith has riparian rights on the Sacramento River, and John Smith's mother and John Smith's mother-

in-law and father-in-law and his grandmother and all his aunts and uncles are going to vote with John Smith, unless we can convince John Smith and his family and relatives that the good of the State of California demands that No. 27 receive his vote.

Now what does No. 27 do? This is what it does, in plain English: it says to the riparian right man: "You can have all the water you need for all the land you have for whatever that land is now adapted to or for whatever it may be made adaptable, but that surplus water must be used for the good of the State of California." In other words, that riparian right man has no right to sit on the bank of the river—and I can do that, for I have sat on the river bank that runs through my little ranch up in Glenn County and seen water running down there days and days and days during the winter time, running off into the sea—it does not mean that. No. 27 says, "You may have all the water you need, but when you get all you need, all the rest of that water must be used for the good of the State of California." Isn't that right? Isn't that fair? Could anybody object to that, especially anybody that has any red blood, that is born and raised in California or that is an adopted son or an adopted daughter of this wonderful state of ours? I say to you gentlemen that there is nothing more fair. And the simplicity of the matter is going to be the hard thing for us to get over to the public as we must get it over, and when the ballots are counted next November, a year, when we have voted it must be said that No. 27 has passed;

that we are then on the way to development, that on the shores of the great Pacific where God lets the sun shine and gives a climate such as is found in no other part of this great nation, there will spring up great cities. As I look into the future and as I close my eyes I look and see yonder on the east coast great manufacturing cities, but when I realize that we have gone into the great uplands of these mountains here and developed the water that will turn the wheels of industry, that will give us greater industrial activity on the Pacific Coast, the greatest that has ever been known. Then I realize that this great state of ours will come into her own, especially when I remember that we are living here with three-quarters of the people of the earth right at our back door waiting for our manufactured stuff, waiting for our stuff that we produce on the ranches that we cannot give away today.

You know we use water up in our country to produce prunes, and then when we get the prunes do you know what we do with them? I am not going to tell you because I don't know what we are going to do with them this year. I know we have one of the most wonderful crops and some of the most wonderful fruits to be found, and there are very few people in California eating prunes, and yet prunes are a very good product.

Listen to me, brothers; speaking to you as a representative from the rural districts, I want to clasp your hands, the hands of you from the cities, and say to you, "God speed the day when the cities and rural California will live closer together." I thank you. (Applause).





## Uniform Building Code Adopted

The Uniform Building Code for Pacific Coast cities was unanimously adopted by the Pacific Coast Building Officials Conference at the annual meeting in Phoenix, Ariz., October 18 to 21, and thereby history was made in the building industry of the West.

Termed by all who attended to be the most successful session ever held by the Conference, the sixth annual meeting officially closed on Friday, October 21, after a four-day period of real accomplishment. The code was reviewed section by section by the delegates, every point in the document which was questioned or criticized by any member being taken up in detail. At the conclusion of this review the Conference voted to accept the Code and support it for adoption by every city on the Pacific Coast.

The Conference desires to secure active support of all the technical organizations in the continued development of the Code and its adoption, and sincerely appreciates the thoughtfulness of the San Francisco section of the American Society of Civil Engineers in being the first technical organization to become interested in the support of the Uniform Building Code movement.

Immediately after the close of the Conference the California State Builders' Exchange adopted a resolution calling for the appointment of a special committee of five, one of whom shall be selected from the Los Angeles Builders' Exchange and one from the San Francisco Exchange. The duty of this committee is to study the Code offered by the Conference and report back to the next meeting of the State Builders' Exchange. Until such study is made and reported back, the Exchange withholds approval of any state building code.

Nov. 30, 1927.

Mr. Wm. J. Locke, Exec. Secy.  
League of California Municipalities,  
Chancery Building,  
San Francisco, Calif.

Dear Mr. Locke:

I am very glad to comply with the requests in your letters of November 25th and 26th by writing Mr. Law, City Attorney of Holtville and Mr. McCue, City Clerk of Colusa concerning the Uniform Building Code.

The present plans contemplate publication of the Code not later than the first of the year. We have been delayed somewhat in our plans because of the additional time necessary to have the Code reviewed by the various technical and contracting organizations here on the Coast. Those comments will have been received not later than December 21st and the Code will be promptly published after that date and should be ready for distribution not later than January 1st.

I shall be very glad to write an article for publication in "Pacific Municipalities" as you request, concerning the Building Code, its history and an explanation of the detailed matter contained in the Code. Your plan to publish this together with your article on the method of adoption should certainly be of great interest to your member cities.

There is no reason why your office should not be supplied with a number of codes as you suggest, when they have been completed, so that you may fill any orders direct rather than make it necessary for you to pass on your requests to this office.

I shall keep you informed should there be any unusual developments in the Code work during the next few weeks.

Very truly yours, J. E. MACKIE,  
Managing Secy.-Treas.

# Advertising a City—the Most Efficient and Economical Methods

By R. A. EDWARDS, of the Foster & Kleiser Company

THE CHAIRMAN: Advertising a city, the most efficient and economical method, is the subject of a paper to be presented by Mr. R. A. Edwards of Foster & Kleiser Company. Mr. Edwards. (Applause).

I was greatly interested in Engineer Schuyler's talk on the opening day of Construction Achievements in California. Possibly I was interested first, because I am an engineer by training; secondly, because I am in the Advertising business, but irrespective of my training or my particular line of business, I would have been interested, because after you strip away the technicalities, what Engineer Schuyler was talking about was Enterprise. Enterprise is always interesting. Associated with Enterprise is Prosperity, and associated with Prosperity is Comfort and the Enjoyment of Life. Enterprise and Advertise are horses of the same color.

This is to be a talk on Advertising. A talk on Advertising because the State Legislators have said that you can spend a certain part of the public's money in advertising your city or community. Now a Councilman or Supervisor only has to be qualified as an executive, a psychologist, an economist, an engineer, a financier, a lawyer and a few other things, so to add to his other qualifications that of advertising expert, won't be such a burden. Besides, Advertising isn't much different from other callings, so there will always be plenty of people around to offer free advice on how to do your Advertising, too.

First, let us spend a few minutes on Advertising in general. What is it, and what does it do?

President Coolidge, from a broad and

enlightened viewpoint, said of Advertising: "It seems to me probable that of all of our economic life, the element on which we are inclined to place too low an estimate is Advertising. When we come in contact with our great manufacturing plants, our extensive systems of transportation, our enormous breadth of agriculture, or the imposing structures of commerce and finance, we are forced to gain a certain impression by their very magnitude, even though we do not stop to consider all other implications. By the very size and nature of their material form, they make an appeal to our senses, even though their import does not reach the understanding. But as we turn through the pages of the press and the periodicals, as we catch the flash of billboards along the railroads and highways, all of which have become enormous vehicles of the Advertising art, I doubt if we realize at all the impressive part that these displays are coming more and more to play in modern life. Even the most casual observation, however, reveals to us that Advertising has become a great business. . . . Under its stimulation, the country has gone from the old hand methods of production, which were so slow and laborious with high unit costs and low wages, to our present great factory system and its mass production with the astonishing results of low costs and high wages. The preeminence of America in industry, which has constantly brought about a reduction of costs, has come very largely through mass production. Mass production is only possible where there is mass demand. *Mass demand has been created almost entirely through the development of Advertising.*"

Secretary Hoover of the Department of Commerce, with his acknowledged grasp of business necessities, said: "The notion that Advertising in its broad sense, is an economic waste, has long since been abandoned. . . . It is an economic form of distribution."

Many of you probably never have had much to do with Advertising, and some of you probably have felt that Advertising never has had much to do with you. Now, let's consider for a moment whether Advertising has ever had much to do with you.

When you see an advertisement like this, what is your reaction? Do you want to eat an Orange; or an advertisement like this—do you want to eat some Canned Peaches; or like this, do you feel that you need your "Iron today?"

Whether or not you react to those advertisements by desiring that you have the products; there is another and more important reaction that every one of you of California should feel. Do you connect the successful appeal of any of that advertising with better streets and better highways, with better schools, yes, and more and better Easter bonnets for your wives? Do you sincerely hope that that Advertising will sell the products which are shown?

My good friends, that kind of Advertising has got to be successful if we are going to enjoy prosperity in California. If you have ever felt that Advertising has had very little to do with you, maybe you will be awakened by the clamor that is now going on in the Peach and Prune districts because those two products are not finding ready markets.

Enterprise and Advertise are horses of the same color. It makes little difference what good things you are going to say about your city or community in the way of Advertising, but if you don't convince your hearers that yours is an enterprising city or community, you will be wasting your money.

Now if California is to be prosperous and thereby attract more people within its boundaries, these products, the advertisements for which I have just shown you, and the many other products of the State must find ready markets.

Do you know the annual value of the products of our State? The latest report of the U. S. Department of Commerce says that in 1925 our commodities were valued at \$2,442,952,104. That's a figure of which to be proud, but what would our products have been worth if they had remained unsold? If there is anyone here who has felt that advertising has little to do with him and that these advertisements of California products have little to do with the prosperity of his city or community, he had better begin looking around for a nice, quiet place to sleep, or rather in which to continue his blissful slumbers.

All right, now you have the money to spend, why do you want to advertise your community?

I only know of three reasons. First, to increase the population of your community; second, to stabilize your community; third, to increase the tourist travel and trade. Of these three, probably the one being given the greatest consideration is the first; to increase the population. And in the end, irrespective of the original purpose, if you succeed in making yours a prosperous community, you may rest assured that you are going to increase the population, because prosperity is always attractive.

California first attracted attention by the advertising which was done by and for her products. During recent years, we have been advertising the State through organizations and associations created for the specific purpose. Further, by using California as the principal source of locations, the Moving Picture Producers have advertised California's scenery and climate the world over. Our tourists have been impressed, told



the folks at home, and then returned to become residents. Now, what has been the result of all of this advertising?

If you take a trip through the Eastern States and mingle with all classes of people, what do you hear? Why, on every hand you hear them say: "Well, I hope to live in California some day—it must be a wonderful country" or else they will tell you of a visit which they once paid to some part of the State, and as a result, that they hope to settle here permanently just as soon as they can.

The manufacturer or producer, when he first undertakes an advertising campaign wants to know, "What is the market for my product? How many prospects for my product live in that community?"

As for your prospects, that is the people who want to live in California, the number is almost unlimited. So with unlimited interested prospects, your job boils down to finding a way to sell them to your particular community.

The advertising that is being constantly carried on by civic associations and private organizations, is creating and maintaining a desire on the part of thousands to come to our State. Your market is ready for the right product.

All right then, you have the market, what have you got to offer? What about your product? Will it stand the test of advertising? Those who have studied Advertising know that nothing will kill a poor product as quickly as advertising, and nothing will make a success of a good product as quickly as advertising. Did you ever buy a well-advertised product and find its quality poor? If you did, you still remember the name of the product, but you are not buying it any more. However, if it were a good product, you are probably still buying it. So remember, that the first principle in advertising is that your product must have merit.

Let me say right here that I am directing my talk to those of the smaller cities and communities where this subject has not had the serious consideration and study which it has received in many of our larger cities, where much excellent work has already been done, and where the results have been very gratifying.

I am going to sum up in advance a part of what I am going to say about your product and give it to you in a boiled-down form, and then expand on it; if you have a city or community of prosperous and happy citizens, advertise the fact to everyone you can reach. If your citizens are not prosperous and are not happy, find a way to make them prosperous and happy, and then tell the world if you can. If you expect to advertise, and as a result, bring newcomers into your midst who will bring their own prosperity with them, for you to share, you had better save your advertising expenditure. Of course, an influx of the right sort of newcomers will add to the prosperity of your community—that's what it's all about, but the average newcomer can't sustain himself on climate.

Mr. Don E. Mowry said on Community Advertising, "If a community is not self-sustaining, no matter how many other assets it may have, no matter how many people may be attracted to it, through Community Advertising, unless people can live there on a reasonable basis, they will inevitably be attracted elsewhere where the community is maintaining itself."

Now, some of you, only a few, I hope, may ask: "How are we going to make our city prosperous," and I must answer, "Advertise." That probably sounds like a contradiction of what I have just said, but it is not. The difference is this. When your city is prosperous, tell it to the world if you can—that is, advertise without the city. When your city is not prosperous—advertise—but do it within

your city. If your city has the assets to make it prosperous, but is not now prosperous, it is because those living within the city are not "sold." You can't expect to sell a newcomer to your city if you are not sold to it yourself. Show me a city in which the citizens have faith, not just hopes, and I will show you a city that is prosperous. Show me a city in which the citizens lack faith, and I will show you a city where taxes are hard to collect.

Now, by advertising within your own city, I do not mean necessarily advertising with copy which may appear in the local newspapers, or on a local billboard, but advertising by the acts of those living within the city and by the word of mouth publicity which will result. Advertising is not confined to printed copy. There are many ways in which to advertise. Here is a very good example of advertising, without the means of printed matter.

The other day I went deer hunting. There were four of us in the party. We rushed away from our offices, and it was necessary for us to buy some supplies before we reached our camp. In driving to our camp we passed through a number of small cities. As I slowed down in one of these with the idea of stopping to buy some supplies, one of the members of the party spoke up, "Don't stop here," he said, "These stores all look dirty, let's go to some other town." And despite the fact that there was a good place to park in the center of the town, we passed through and went on our way. A little farther along, I slowed down again with the idea of stopping in front of a block of stores on the highway. But here another member of the party spoke up, "Don't buy your stuff in this town; this darned town lives off of the fines they take away from motorists. The 'cop' in this town will 'pinch' you if you don't tip your hat to him." So again we drove on without stopping. I finally stopped in

the last town along the route, and while we had a hard time finding a place to park, as the town seemed to be full of automobiles, I was very glad that we did our buying there. The stores were neat and clean, and the service was courteous. For rifle cartridges, groceries, fruit and some bottles of ginger ale, and finally some gasoline and oil, we spent nearly twenty dollars. About two weeks following the first trip, we got away on a second hunt. On the second trip, there was no discussion as to where we should stop to buy our supplies, naturally, we bought them in the stores where we were so well treated before. You can draw your own conclusions.

Let me spend a moment here on the subject of courtesy. Nothing costs so little and gets such excellent returns, and if you have not made every one of your city employees realize that his first job is to be helpful to the public, then don't start advertising until you have done so. Nothing leaves such a bad taste in your mouth as an unpleasant contact with an officious public servant. Cultivate courtesy in your official families and disseminate it. You will be happier for it and be handsomely repaid. Go home determined to see that courtesy is to be the watchword of your city. Make no mistake that the Traffic Policeman who takes pleasure in asserting his authority is a mighty expensive city employee, and motorists' fines, in many cases, are liable to prove to be Irish dividends.

Now let's get down to brass tacks. There is only one thorough method to get at this thing of community advertising in a definite, logical sort of a way. You have got to make a survey of your city or community, and not just a quick, hasty survey, but a careful, comprehensive, detailed survey. Set down every asset that your city or community possesses—your factories, your field crops, your mineral products, lumber, dairy,

fishery and range resources, resorts and scenic attractions, everything on the side of the production of profitable income. On the other side, set down your liabilities—lack of factories for the use and consumption of raw materials produced in the community, lack of railroad or highway facilities, lack of diversified crops, lack of employment for wage earners at certain periods of the year, and any of those other things which tend to interfere with the prosperity of the community. Then make a survey of your city to determine how well it is equipped to make it a convenient and comfortable place in which to live. Good streets, efficient sewers, fine schools, good lighting, pure water and a clean and sightly city throughout—all are real assets.

So much for those who live there, but have you got a good hotel in your town where the tourists can stop? I know a little city in the northern part of this state which is probably more favorably known because of the fact that it has a very neat, clean and comfortable hotel located on the highway, than for any other argument that may have ever been put forth for that city.

A few years ago, a leading merchant asked me, "Will your form of advertising sell my goods—that's all I want to know." And I replied, "No, we do not take the responsibility to sell your goods. You've got to sell your own goods. If we bring prospects into your store by means of our advertising, and those prospects are greeted by an impudent clerk, or are offered goods that are of an inferior quality or that do not suit them, or your class of merchandise is too high-priced, advertising won't help you." Advertising in a general way cannot sell goods—the most it can do is to create a desire to buy. If people come into your community and they don't find what they want there,


they are not going to stay. You have got to have the assets.

If any of you were thinking about moving to some other locality, how would you go about it? I think I can tell you. If the locality were within reasonable driving distance, you would get into an automobile and drive there. On your way, you would observe the communities through which you passed. You would not be interested in those communities which did not have the stamp of enterprise. In those that looked prosperous, you would probably stop. You would inquire about the community, and probably go to the Chamber of Commerce and ask for information. You would gather all the facts you could get before you made your final move.

If you were located at a greater distance from the locality in which you thought you would like to settle, you would begin gathering advertising matter with regard to the particular locality. You would write to the Chambers of Commerce in the cities in that locality and after you had studied all of this literature, you would pick out one, or two, or three places and finally pay them a visit. Now then, what kind of literature has your Chamber of Commerce to tell the stranger about the assets of your city and community? Is it a lot of flowery literature, which is in direct competition with the flowery literature about the climate and scenery, which is being published by so many of the small cities? Does it show a picture of a church, a school, a shaded street and the City Hall of the same general character as most small cities have? Or is it the kind of literature a man can read and satisfy himself that the community has the assets to make it prosperous and able to maintain an ever increasing population? Is the Secretary of your Chamber of Commerce, or the other representative

*(Continued on page 543)*





# CLERKS - AUDITORS AND ASSESSORS - PAGE

The twenty-ninth annual convention of the League has come and gone and "Ye Editor" knows he expresses the sincere thanks and appreciation of every member of our department for the untiring efforts of former President Lynch in the preparation and presentation of one of the most interesting programs it has been our pleasure to participate in, and "lest we forget," our praise should also be showered upon Harry Denton, City Clerk of Sacramento, who provided our department with entertainment and delightful nooks for our luncheons. Truly a work well performed and surely enjoyed by all in attendance.

And now we look forward to another year of activity under the capable leadership of Victor D. McCarthy, City Clerk of El Segundo, with Eugene Smith, City

Clerk of San Rafael as Secretary. With these experienced war-dogs tugging at the leash, I am sure our department will continue to progress as it has in the past. We must all realize however that it is a big job, and I bespeak for them your hearty cooperation in putting it over.

"Vic" McCarthy has persuaded me to edit our page for another year. I am hoping that you will all make good your promises and make use of its columns. If you have a problem that needs ironing out, let's hear about it. Perhaps we can help you. If you have discovered a short cut in your work, tell us about it and we will be deeply thankful. Everybody should be willing to help everybody. Let's go.

Send in your comments and other items of interest to W. E. Varcoe, City Hall, Alameda, Calif.

## First Official Communication from Our President—V. D. McCarthy

To all Department Members:

At the recent convention of the League of California Municipalities held at Sacramento, the City Clerks, Auditors and Assessors section thereof adopted a resolution, recommending further consideration of the matter of uniform accounting, and providing for the appointment of additional committeemen to assist Messrs. George H. Wood and Harry C. Saulsberry, who, as a result of diligent study of the subject and at a great sacrifice of personal effort and time, prepared and submitted to our body a very interesting,

comprehensive and instructive report in the matter.

Therefore, pursuant to the instruction of our Section, I have appointed to serve for this year as a Committee on Uniform Accounting, the following:

Mr. George H. Wood, Controller of Accounts, City of Pasadena, Cal.; Mr. Harry C. Saulsberry, City Controller, City of Glendale, Cal.; Mr. E. D. Adams, City Controller, City of Sacramento, Cal.; Mr. J. P. Campbell, City Controller, City of Stockton, Cal.; Mr. Ivan A. Swartout, Auditor, City of San

Fernando, Cal.; Mr. Otto H. Duelke, City Clerk, City of Inglewood, Cal.; Mr. A. B. Abbott, Deputy City Auditor, City of Los Angeles, Cal.

In view of the progress already made and the data gathered by Mr. Wood

and Mr. Saulsberry, please consider Mr. Wood as Chairman of the Committee. I have been in communication with Mr. Wood and he advises me that some time next month he expects to send out some correspondence concerning the work of the Committee.

## Recent Amendments to the Acquisition and Improvement Act of 1925

(Mattoon Act)

Sections 5, 39 and 40 were amended by Chapter 732, Statutes of 1927, with respect to the time of the payment of the first installment of interest on the bonds. The amended provision is that the first interest payment will be made on the second day of January or the second day of July (whichever month first succeeds the date of the bonds) next succeeding one year after the date of the bonds. This amendment was made so that in every case, no matter what time of the year bonds are issued, taxes will have been collected before the first interest payment is due. The amendment was prompted by past experience with the Road District Improvement Act of 1907 under which, in some instances, an installment of interest became due before taxes were available to meet the same.

Section 5 provides that the first payment on the principal can be deferred for from *one* to five years after the date of the bonds. In order to avoid the maturity of the principal of the bonds of the first installment before the payment of interest on the same bonds it will be necessary to defer the first payment on the principal of the bonds in each proceeding for at least *two* years after the date of issuance.

Accordingly, we recommend that in every proceeding it be specifically provided in the resolution of intention, and thereafter throughout the proceeding, that "the first payment on the aggregate principal of the bonds issued will be made \* \* \* (at least *two*) \* \* \* years after the issuance thereof."

# BENT CONCRETE PIPE co.

Los Angeles  
419 Grosse Bldg.

San Diego  
2810 N St.

Machine-made Concrete Sewer Pipe - Reinforced Concrete Pipe

Concrete Electrical Conduit

**ANY KIND - ANY SIZE - ANYWHERE.**

## Report of Joint Meeting of City Planners and City Officials Held in Oakland March 14, 1927

By FRED E. REED

MR. REED: Chairman John, and ladies and gentlemen: John was very kind to give me the credit of that wonderful meeting that was held on March 4th, 5th and 6th in Oakland. But the real credit for that party is well told, I think, in the theme of that convention which was "Teamwork between Property Owners and Officials in Building Better Cities in California." It was an inspiring theme and it was an inspiring convention. But if we had not had the League of California Municipalities behind it the way we did and had not had the officials of Eastbay district with us as they were, we would not have had such a convention. I want to make this report today in the form of a resume of some of the thoughts that led to the holding of that convention, giving somewhat of the scope and the program of the convention, and then the results that we know definitely flowed out of it.

There are two sets of interested men in this business of building cities. The first are the owners of property, those who have to pay the bills. And then there is a second set, the officials, those who incur the bills. The first own it all and do not have much to say about what is done with it. The second represent them and have most to say. Then there is a third set, the real estate men, who sometimes cause most of the trouble. When they don't do their work right in the first place, and the result becomes a hodgepodge of city construction. It is there that both owners and officials find most of their difficulties.

The realtors, however, about 1919 gained a different viewpoint of life. You know following great wars there is often

a stir among people and great movements of mind often result. The Athens that we know of today was the result of the high idealistic thought that flowed out of the Persian wars. When men come together to defend their nations and see the tremendous power that springs from unselfishness on the part of the many, as contrasted with the results in times of peace arising from so much selfishness on the part of the few in political power, it is not strange that they acquire different ideals. Following the Napoleonic wars Paris developed into the city we know today. Berlin shows her beauty today as a result of the teamwork and high national ideals that followed the Franco-Prussian War.

We have just finished what was the most diabolical world conflict that this great globe has ever, and I hope, please God, ever will witness. It would be peculiar if, following that period when millions of lives were poured out in the struggle of nation against nation, there should have arisen in the minds of men the thought that there might be something worth while in life after all besides money and material advantage. It was to be expected that organizations of business men should devote themselves to idealistic purpose to render themselves more useful and valuable in their service to civilization.

About eight years ago—in 1919—the Realtors of California enacted a license law. We ourselves asked for this license law, in order to provide that the man who practiced crooked business in the real estate business should have to get out. The old typical real estate man needed only two things in order to make a



glorious success. One was a barley field; the other was imagination. The more imagination he had the smaller grew the lots in the barley field; and the smaller the lots grew and the more intensive the development became, the more money was made by the real estate man and the more successful he was supposed to be.

In those days the slogan used to be based upon the principle of caveat emptor, "Let the buyer beware." Think of it! "Let the buyer beware." Such was the rule under which the real estate business was conducted. If you bought anything you had to take care—and most people who bought from the average real estate men did take care, and were wise to do it. You remember how the newspapers were full continually of court actions against real estate men because of the swindling that was constantly going on. You don't see much of this in the papers today, do you?

The change is the result of teamwork, of cool, sober analysis in trying to determine what is the best business practice in the long run, what will make the most money for our clients and the most happiness to ourselves in our business.

One of the thoughts that grew out of the great war was that material things are not the equivalent of human things, that material possessions in themselves are not the great objective; nor ambition for power; but the ability of people to live in peace, comfort, and safety; for the nation to produce and advance its civilization; that these things in national life are far beyond the thought of allowing the selfish interests of a few people to profit at the expense of the many.

The Realtors along with others changed their attitude toward life. Business organizations, like the Rotary Club, Kiwanis Club, and all of the other service clubs, began to analyze closer. They began to teach that each individual business had to serve in order to succeed.

The great thought of profit through serving was developed, an idea that the lonely man who long ago walked the Sea of Galilee first promulgated, that it is better to give than to receive. And as the result of this thought of serving, of the principle of giving rather than getting, there has developed all over our nation today through business organizations of hundreds of crafts, the desire to build a better America—the desire of men to give themselves to public service for the benefit of their nation.

I think the biggest theme that we can discuss today is "Building Better Cities in California." When I speak of "Building Better Cities in California," I have in mind the man who lays out a subdivision and plans it well, the man who plants a garden in the front yard, and another in the back yard, the man who sets his houses back from the street—and replaces unsightly board fences with green hedge-effects, the man who enforces good architecture in his subdivision and creates a pleasing color scheme for the development of his property. I think such a Realtor contrasted with the man who cuts his lots into 25 foot subdivisions, realizing as he must if he knows anything about values, that while a small lot subdivision may sell faster it tends to call for small homes with small values, while the 100 foot subdivision calls for finer types of homes and finer values for his buyers.

I believe that the man who promotes beauty, and puts character into a subdivision, that such a man will have more to do with determining the facial experiences of children who will be born a hundred years from now on that subdivision than their own actual parents will have. For environment counts for far more than heredity. And environment over a long period of time creates heredity.

All important it is then that you who are officials and who have to deal with

these vital subjects that influence the lives of people in cities—and more than half of the people of America today live in cities—all important is it that you should apply yourselves to this study of “Building Better Cities in California”—to this principle of better city planning. How important it is that we hold conferences yearly in California that shall lead to the development of a fund of knowledge of how to plan better cities for your benefit! It was with the spirit in mind of doing just that service that the Realtors of California undertook to hold their first city planning conference in the city of Los Angeles two years ago.

We realize that while under an autocratic system of government you may build an Athens or a Paris or a Berlin, you cannot do the same thing in the same way in a republic. Here such work cannot be ordered by an individual. It can only be done through teamwork, in response to widespread public opinion. It must be preceded by education of the great mass of people.

When we, the Realtors of California, undertook our second conference in Oakland last March, we decided we would not get very far if we theorized among ourselves on technical city planning. We needed the property owners who profited from good city planning, the men who had to pay the bills that would bring those profits. We needed more than all else the city officials who represented them and who would have to incur the bills, so we sent out the invitations.

We did not get very wide response from the district north of Tehachapi, except from the immediate bay district where the response was splendid. But we did get a fine response from Southern California. We were helped by an experience of the year before which had brought 12 officials of Oakland to attend the first conference at Los Angeles. I must tell it to you. It is a little lesson in salesmanship that

may help some of you in adding to the attendance at our 3rd Conference at Pasadena next spring.

In building our attendance for the Los Angeles Conference, our first, three or four of us went to our Oakland city fathers and told them we wanted them to close up shop and go to Los Angeles for two days. We told them “You close your council sessions for the week anyway at 12 o’clock Friday. We want you to forget Friday; just lose one day; you’re tired; you need rest, and a new viewpoint. We want you to go 500 miles to Los Angeles and see what the men down there have been doing in the way of planning their city.” We outlined a program of speakers and subjects somewhat similar to the one I am going to give you in a moment. We sold them clearly the idea that the city should pay the expense of taking the Mayor and all four of the commissioners and their secretaries and the city engineer and the city attorney and city health officer, and all other important officials; that there was not any money that could be spent by Oakland that would compare in practical result-getting with that which would be used in getting city building information of this kind from trained technical experts at the convention.

We sold the idea successfully. There were twelve officials who went to Los Angeles from Oakland, and there were twelve others who went who were not officials. Coming back home on the train Commissioner Moorehead said to Commissioners Baccus and Goodrich, “I learned more about my business of running the city of Oakland in Los Angeles in those two days in Convention and on Sunday when we took the study tour of the city in motor cars, than I could have learned in two years of staying home.” The city of Oakland proved their sincerity by inviting the convention for the new year.

Ladies and gentlemen, I hope you will remember this story in all its meaning when you are asked to receive the benefit of the next City Planning Convention at Pasadena in the spring.

I would not have you think that the Realtor goes into this city planning with an idea of philanthropy on his part. His action can better be termed a form of benevolent selfishness. I have already referred to the Realtors' interest in city planning as related to residence property. If a city is not properly planned old business sections change and business shifts to new sections, and the result is a tremendous loss of value to property and to owners over great areas. Then too, we find blighted business districts out in subcenters in residential sections where we have more property set aside for business use than can possibly be used for that purpose. The result is an excess of either vacant lots or of vacant stores. Now a store occupied is bad enough, but can you imagine a dozen or more stores that are forever for rent in a residential district, and two or three dozen vacant lots taxed as business property but never to become business property because not needed. Never to be built on profitably for residences or apartments either, because who wants to live in or between or near by cheap stores. Can you see the economic waste, as an excess of stores remain vacant year after year? And how, if there are more stores than are needed, schedules of rents will drop in the competition of stores for business, until ultimately rents are brought so low that there is almost no value in the property whatever.

If there is nothing else in the world that I can ask you gentlemen who run the cities of California to think about, remember this one thing: don't allow more stores than are needed in your residential districts. (Applause.) If you do you destroy your residential district, and you destroy your store property values,

too. Supply and demand of stores regulate rentals, and rentals determine value. Too many stores mean lower values and lower values mean lessened taxable income.

It is better to have stores a mile apart, where people would have to walk half a mile, than to have great residential areas destroyed. Just because a car line runs along a street is no sign it ought to be given over to business. Yet in Oakland we have three streets, Grove, San Pablo and Telegraph, all set aside for business for their full length, and people are buying property as business property, much of which can never be used for business; and they are paying business property values for it, and will pay business property taxes on it. In future years when they wake up to the situation they will find they never could have been anything but residential properties, because there is not trading support for so much business property. What will the ultimate condition be? When it comes back into its true use as residential property after years of remaining vacant and paying high taxes nobody will live there in a hodge podge of poor stores rented low, because too many of them, to a poor class of tenants because so cheap, surrounded by vacant stores with unswept entrances, and circus posters and faded for rent signs in dusty unwashed windows; and in the neighborhood of such a district what kind of homes? Who will want to live in such a neighborhood? Simply because you, the officials of California, didn't carefully estimate how much business property should be set aside to serve what was formerly a fine residential district.

The Realtors are interested—those who are doing their work properly—in solving such problems, as a part of their job of building better cities in America. Then there is the question of how high shall our buildings be? New



York has let them go as high as they want to go, and the result is 400,000 people today living in one square mile of area in New York. That statement perhaps does not mean much to the average person, but take a city four times as big as Sacramento and compress it into one square mile. Even that will not show the picture.

But look at this—stand 2,000 people side by side, allowing 2.7 feet for each person; making a line over a mile long. Then 2,000 rows of people each row standing 2.7 feet apart from the center of one row to the center of the next, making a solid phalanx of people over a mile long and a mile deep. That's what 400,000 people living in a square mile mean. At the command "Right Face" arm still touches arm and there is literally not elbow room. Can you imagine the condition of immorality, the condition of health, the social conditions that will prevail where such congestion of human beings is found. Can you imagine these things and yet say that we have no interest in how high buildings shall go in our big cities? When you know that the sole cause of this congestion is the failure of New York to limit the heights of her tall buildings.

How could this be? The tall buildings, originally store and office buildings, brought street congestion, as shoppers crowded, for instance, to the district on 5th Avenue from 14th to 23rd Streets. Street congestion brought need for traffic relief which was found in elevated railroads and subways. Elevated and subway brought traffic to fill still higher and higher buildings creating higher and higher values and greater and greater street congestion.

Finally the vicious circle ended and it ended thus. Wealthy shoppers refused to elbow their way down through such congestion. Altman's at 34th and Fifth Avenue and Macy's at 34th and Broad-

way served their purposes better than the stores on 14th and 23rd Streets. And so Stern's great department store was forced to move. It was a case of move or die. Stern moved and all of the neighboring stores of character went with it. They went as far as 42nd Street and today 42nd and Broadway is the highest priced property in the world, \$55,000 a front foot. And the block which formerly housed Stern's great store dropped in two years from 1913 to 1915 from an assessed value of \$4,550,000 to \$2,500,000; dropped 46%. Congestion did it.

The tall buildings—no longer occupied by professional men and business men and lofts, catering to a wealthy buying public—what happened to them? They changed to manufacturing lofts, housing the garment working trades of lower New York. And just east of the tall buildings along the narrow strip extending over to East River live those 400,000 human souls in one square mile of New York City—congestion of the most appalling type, destroying human life and character; due to tall buildings, no longer needed because of congestion of traffic created by themselves, and in turn destroying their usefulness for the purpose for which originally built.

Congestion destroying life in property values, and, worse, by far, in human values, too—all due to failure of New York's city officials to properly plan their city to meet its future traffic needs and to limit the height of her business buildings.

San Francisco faces a parallel situation. She will pay the same price if she is not careful. I would say to you gentlemen from San Francisco, most interesting will you find the report covering tall buildings in New York. You will find the only reason for her tremendously expensive subways and sub-subways in tall buildings; the only reason for her congestion in tall buildings; a city with

one of the highest tax rates in America; because those put in authority did not early study the job of proper city planning.

Our American system of electing officials calls for selecting executives. A good executive is not supposed to know it all, but he must know one thing, and that is how to hire the very best assistance that he can find to answer the problems of city planning and city building that come before him. I am happy to state that when the officials and owners were brought together in our Oakland conference on the 4th of last March, there was brought with them the strongest body of city plan experts and engineers as advisers that could be brought to California; to give them the answers to the great subjects that they wanted answered.

Note the character of the program: John Nolen of Boston, President of the American City Plan Institute and National City Plan Conference, brought the practical subject in City Planning—"How to Get It Done"—how to get the citizenship to realize the joy and satisfaction of doing a better job in city building, so that all would want to take a part in it, making it easier for officials to do the work needed. The greatest pleasure and satisfaction in the world, the finest feeling inside of a man comes from this kind of work. Citizens' committees are absolutely essential to it.

We had the subject of the St. Louis Eighty-eight Million Dollar City Planning bond issue brought to us by Harland Bartholomew, one of the greatest city plan engineers living today. Building Heights; Business Centers in Outside Areas; Excess Condemnation, better referred to by Billy Locke as Extended Eminent Domain. The law of Zoning; parks and playgrounds, a vital need in developing a high civilization; architectural control; has a man a right to

build alongside of your beautiful home or mine a house that is an architectural monstrosity; when our cities can, as they do in Europe, set up boards of architectural control to advise the people who build so that cities may become more beautiful, more permanent and more practical. In Berlin you cannot build a dog kennel without having it pass the review of the best experts in city planning and the best architects of the German republic—such men take pride in serving their city. Such were some of the subjects dealt with on our program.

Here are the kind of people who got interested in this thing to start with; the Mayor of our city saw a beautiful opportunity to do a fine piece of big work by getting city planning going in our city, so he headed our committee. Then we got our city and county clerk to head our invitations committee and send out invitations to every city and county official we would find in California. Over 10,000 invitations went out to Chambers of Commerce, Realtors, Improvement Clubs, and Women's Clubs of California, to all the city planning commissions, and to the members of the League of California Municipalities. These people were all invited to come. 700 of them did come.

Our program began on Friday morning with economic phases of city planning, covering the subjects I have spoken of. It carried over into Saturday, when we discussed the human side of living rather than making a living; making cities function better with more satisfaction to our people; how to secure the realities and humanities of life rather than just the cold economic values.

I have referred to the exhibit sent to us from eighteen of the largest cities in America showing city planning studies, exhibits that covered 15,000 feet of floor space. We gave 4 afternoon concerts. The Mayor was so pleased that he asked to have this exhibit hold over for a week

following and during that time over 1,500 citizens came to have the benefit of advice from experts in charge of the puzzling problems of city building.

Such is part of the picture of what we plan to do in a similar way next spring at Pasadena. Time will not permit more. It will be valuable to all of you to take part in that Pasadena Conference.

Following the greatest war that ever has occurred America has emerged the richest nation to be found in all of history. Here in California—your state and mine, the richest state without question in the richest nation anywhere—isn't it a challenge to you and to me to let our minds range high; placed here for a brief moment, as custodians, to do our work thoughtfully and well; to employ the best city planning counsel we can obtain that we may build our cities better; so that those who follow may thank us that they live under conditions rightly planned by us, rather than in the hodge podge that has resulted in some of our American cities? Is not here America's opportunity.

Think of the responsibility on you men who are able to draw a line and say, "Here where my pencil travels shall men travel for a thousand years." Such is the opportunity you have. The Realtors of California want to help you. Let's

work together and by teamwork, through city planning getting the best help we can secure, ever bear in mind that those who employ us and for whom we are trustees, the property owners of our state, expect that those who accept employment as the managers of their state shall finish the best job they can perform. I thank you. (Applause).

MR. ANDREW M. GALLAGHER (San Francisco): Mr. Chairman, a question occurs to me, if it is in order, and since this discussion will probably not be taken up again. Am I in order in asking the speaker a question?

THE PRESIDENT: Yes.

MR. GALLAGHER: The question that I would like to ask Mr. Reed is: How does he deduce that tall buildings and the congestion of tall buildings in a modern city make for immorality and unhealthfulness? If that question is out of order now, Mr. Chairman, it may be answered later.

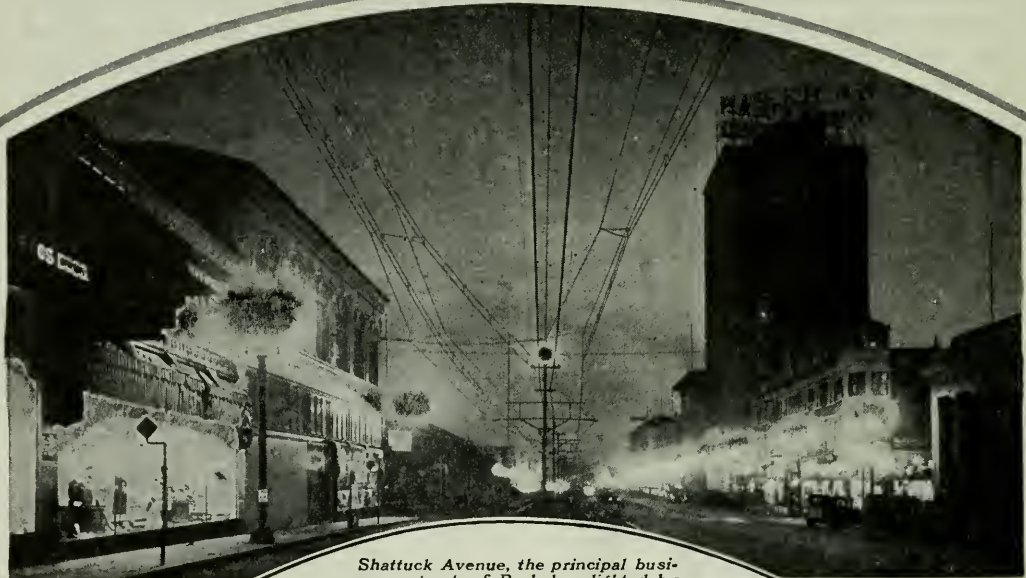
MR. REED: The answer to that question would take at least fifteen minutes in order to prove the point clearly, and I think it should come up at the city planning conference.

MR. GALLAGHER: Very well.

THE PRESIDENT: Thank you, Fred, for your inspiring talk.







*Shattuck Avenue, the principal business street of Berkeley, lighted by 6000-lumen Mazda lamps in G-E Novalux units*

## The Lights of Berkeley

Berkeley, famous for the great University of California, is also justly proud of its retail business section.

Sound commercial judgment has lately dictated the installation of better lighting on Shattuck Avenue, the heart of the shopping district.

After critical examination of its merits, the G-E Novalux system was selected as meeting every requirement of the property owners who were to pay for this important commercial advantage. The Novalux units, mounted on Union

Metal poles, give a new and profitable distinction to this city of many homes and discriminating purchasers.

Berkeley also chose a similar G-E Novalux installation, with King poles, to light University Avenue for a distance of a mile and a half.

The city dedicated its new lights with a public ceremony—a banquet, parade, and fireworks—typical of the hearty popular approval which attends every conspicuous advance in the lighting of business or residential streets.



Street-lighting specialists of the General Electric Company are ready at all times to make recommendations as to appropriate lighting systems. Their wide experience qualifies them for the successful solution of all problems connected with this important department of civic service.

720-82

# GENERAL ELECTRIC

GENERAL ELECTRIC COMPANY, SCHENECTADY, N. Y., SALES OFFICES IN PRINCIPAL CITIES

# Bureau of the Public Health Service

Washington

**Separate Sludge Digestion.** Jerry Donohue. *The American City*, Vol. 36, No. 5, pp. 633-636.

The method of sewage disposal by separate sludge digestion is briefly discussed in this article and the operation and construction features of two plants in Wisconsin are described.

The city of Hartford built a plant of this type in 1924 and it has given satisfactory service. Sewage first passes through a coarse bar screen and the screenings are removed to sludge bed. The screened sewage passes to the clarifier where the suspended solids are removed. A Dorr mechanism is used for concentrating the sludge and the thickened sludge is removed daily to a separate tank for digestion. The average detention period in the clarifier is  $2\frac{3}{4}$  hours and the time necessary for pumping sludge is 30 minutes daily.

The digestion tank has a capacity of 3 cubic feet per capita based on an ultimate population of 5,500. This tank too is equipped with a Dorr mechanism for breaking up the scum so that gases may escape. The incoming sludge is distributed evenly on the surface by means of a channel riding with the revolving mechanism.

Sludge is removed by static head to a concrete drying bed. The underdrainage system is of tile with brick covering. Over the brick is placed 18 inches of stone and 6 inches of sand. The area of the bed provides a capacity of .6 sq. ft. per capita. Official tests conducted by the Wisconsin State Board of Health established the fact that the raw sewage was extremely strong for domestic sewage and that a removal of 73% by weight of the suspended solids was accomplished. Sludge has been withdrawn five times without any complaints from adjacent landholders. The operating cost of this plant was \$630 for 1925.

A similar installation was recently completed at the city of Antigo except that provisions were made for securing better operation during cold weather by the addition of a cover for the digestion tank, a gas collector and heating unit for the sludge. The gas is used as fuel for heating the plant and the sludge, and is equivalent to 200 pounds of coal per day over a nine months period. The gas maintains a temperature of 65° F. in the digester.

The following advantages of separate sludge digestion are noted; the tanks are shallow and cheaper to build than two story tanks; the mechanism employed in the tank takes the place of hand work; the type of plant is flexible and capacity of either tank can be enlarged without necessity of enlarging both; the elevation of sludge in the digester permits gravity distribution to drying beds; the collection of gas which when burned eliminates odors and conserves fuel in the plant; this type removes the solids as much as others; the mechanical features need supervision and better efficiency is secured than a non-mechanical plant in which supervision is often neglected.—D. W. Evans.

A "TEMPORARY"  
 PAVEMENT GIVES  
 13 YEARS of SERVICE  
 - with low upkeep costs  
*Evidence of Asphaltic Concrete's*  
 LONG SERVICE AND  
 LOW UPKEEP  
 COSTS



This asphaltic concrete pavement, only 3 inches thick, was laid on the site of the Panama-California Exposition, in San Diego, in 1914. The Exposition site was later made into Balboa Park, and this "temporary"

pavement was called on for additional service. After 13 years of heavy traffic it is still in good condition, and the upkeep costs have been low. Here, again, has been demonstrated the remarkable durability of asphaltic

concrete. If you want "long service" and "low upkeep costs" you can't choose a better pavement type than asphaltic concrete. Investigate asphaltic concrete before you pave. STANDARD OIL COMPANY OF CALIFORNIA

ASPHALTIC CONCRETE  
*for durability*





*(Continued from page 530)*

who meets the public, the sort of a person who could "sell" you, if you were the prospective settler, to the advantages of your community? Is the Secretary of the Chamber of Commerce employed because he is willing to work for the salary you are willing to pay or because he is qualified for the position? You know shiftless people shift easily, steady, thrifty people are hard to move and seldom do so without a reason. Get a Secretary who can deal in reasons.

Don't confuse the things that may just interest a stranger with the things that will make him want to be a resident. Some years ago I was driving along a highway with some Eastern visitors—a gentleman with his wife and twenty-year old daughter. I stopped by the roadside where a farmer was picking some figs. "I presume you recognize those as fig trees," I said. "Why, no," said the mother, "I wouldn't have known them." Then the daughter spoke up, "So those are fig trees. Well, I'm surprised, I thought the leaves were much larger than that." Here was interest, but did it create a desire to live in the community?

If there is any city or community, which has no such body as a Chamber of Commerce in which all active citizens can take a part, then surely the first step must be the organization of such a body in order that the work, which must precede an actual advertising campaign, can be effectively launched and enthusiastically carried on.

Strange as it may seem, this work of putting the home town or community in order so as to prepare for the time when Advertising further afield can be done, accomplishes many startling things. The experiences of many cities who have started out to put their houses in order have been very much the same. As the work at home progressed and the en-

thusiasm increased, and the home town or home community began to take on the appearance and the attitude that was desired, yet long before any advertising of a direct or definite nature had been done without the city, strangers began to appear within the gates. Someone in the old home town had caught the spirit, and began to build up a real unshakable faith in his city. As a result, he could not help talking about his community or possibly, writing about it, and so by word of mouth and personal assurance, the news got out that things were beginning to improve and those without the city, who were looking for a new locality in which to settle, came in to investigate.

I have heard a lot of people say, "Gee, if only the people in my town were boosters like the fellows in such and such a city, why, there would be nothing to it." Now, there is only one thing that makes a booster, and that is faith. If you have faith in your automobile, you tell your friends about it; if you have faith in your hunting dog, you praise him to your friends, and if you have faith in your home town or home community, you can't help talking about it. So the first job of any community or city that is going to advertise, is to put faith into those who are already there.

One of the greatest forces in the development of any community is the home town newspaper. You may think you should take the large daily from some metropolitan center and forget about your home-town newspaper, but if you want to build up your local community, and you have the right sort of man running your home-town paper, give the local paper every possible support you can. Of course, you must support your home-town merchants, and these like your home-town newspaper, must in turn be willing to give just as good, if not a little better service, than those in the neighboring communities, and this com-

petition between communities will be helpful to all concerned.

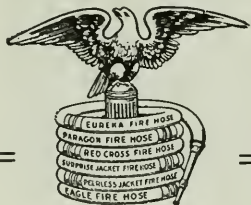
After you have made a survey of the assets and the liabilities in your community, and you are sure that you are in a position to increase your assets and reduce your liabilities, and are ready to advertise to those outside your gates, because those within your gates have faith in your community, the question arises, how are you going to reach those outside the gates, who would make desirable citizens.

Always keep in mind the class of people who would be prosperous and happy in your community. See that your advertising matter is prepared to appeal to them. Beginning with your Chamber of Commerce literature, stress the possibilities for those who can logically develop the resources of the community. If it is agricultural development that holds the most promise, get your facts into the hands of those who want to farm. If

you have shipping facilities, raw products and cheap power try to interest the manufacturers. Be definite—don't waste ammunition, scattering your shot at random.

There are farm magazines and industrial magazines—there are newspapers available in practically every community you may want to reach, and then there is the outdoor advertising medium at your disposal, but don't go too far afield until you have exhausted your nearby markets.

We don't know how many automobiles visit our state each year, but in the year 1926 of the thousands who visited our state, at least 55,000 cars registered. So it is easy to assume that we have over 200,000 automobile tourists visiting California each year. Many of these pass through your city, you can reach them right at home. If you have successfully put over a paint-up campaign and your main street looks enterprising, you will attract their attention. And don't forget



## PARAGON Fire Hose

"Anything less than  
the best in fire hose  
is a losing investment."

**Eureka Fire Hose Mfg. Company**

356 SOUTH SPRING ST.  
LOS ANGELES, CAL.

812 SEABOARD BLDG.  
SEATTLE, WASH.

## CURRIE ENGINEERING CO.

(CALIFORNIA OFFICE)

AND

**C. E. JOHNSON**

CONSULTING ENGINEERS

219 ANDERSON BUILDING

SAN BERNARDINO, CALIF.

CONTRACTORS, ENGINEERS,  
DEALERS IN MUNICIPAL  
SUPPLIES

*Advertise in*

**Pacific Municipalities**

Official organ of the League of California Municipalities

*"For results advertise in the  
city officials' own magazine."*

that well-lighted streets are good advertising. If you can induce the merchants whose stores front on the main thoroughfares to burn the lights in their show windows a little later at night, you will be taking a step in the right direction.

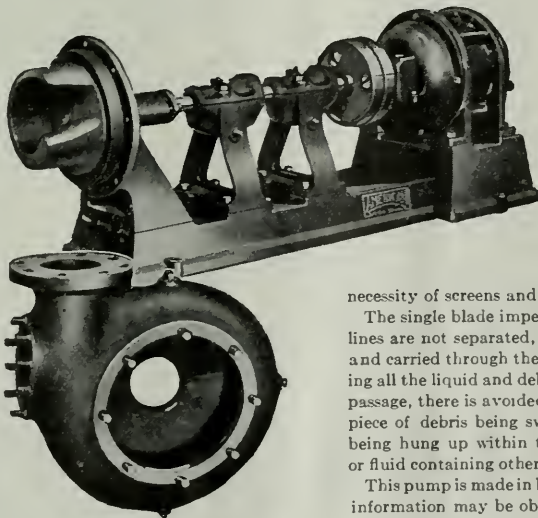
See that your Chamber of Commerce is easily accessible. Many small cities have used billboards at their entrances to invite the motorists to stop at the Chamber of Commerce for illustrated booklets, etc. Others have used billboards to indicate the products of the community. In any case, make it easy for the visitors to get the information they desire. And you'd be surprised how little some of the town folks know about their own community. Put the facts before them too, so they can talk intelligently.

If you are near a large city where tourists gather, place some of your advertis-

ing in that city. Tourists are prospective residents. Get their attention when it is easy for them to pay you a visit.

If you are prepared to properly house and entertain convention delegates, try to get various organizations to hold their annual conventions in your city, and of course, at the time of the year when your climate won't be "unusual." See that the realtors in your city are encouraged in constructive advertising and development work and discouraged, if necessary, in activities which may prove reactionary.

Work with your civic organizations and service clubs. If they want to help (and they will) give each of them a specific task to perform. Keep them from duplication of effort and from scattering shot. Have the school children write compositions on the assets and attractions of your community. Every school child is a potential booster. Get them to know



## The "American" Non-Clogging Centrifugal Pump!

Here's a pump that is designed to handle fluids containing industrial and municipal refuse and sewage.

The design of this pump marks a new departure in construction and obviates the

necessity of screens and their expensive maintenance.

The single blade impeller in the pump is so designed that the stream lines are not separated, but so the stream of fluid is kept in one mass and carried through the pump without being subdivided. By compelling all the liquid and debris to be discharged through a single peripheral passage, there is avoided the possibility of different portions of a single piece of debris being swept into different outlet passages and thereby being hung up within the impeller. This precludes screening sewage or fluid containing other material before pumping.

This pump is made in both vertical and horizontal types. Engineering information may be obtained from the engineering department of this company.

Branch Offices:  
Chicago, Illinois  
1615 First National Bank Bldg.  
New York, N. Y.  
Room 523—165 Broadway  
Dallas, Texas  
820 Fidelity Union Bldg.

420 E. Third St.  
Los Angeles, Calif.  
Phone Mutual 5725

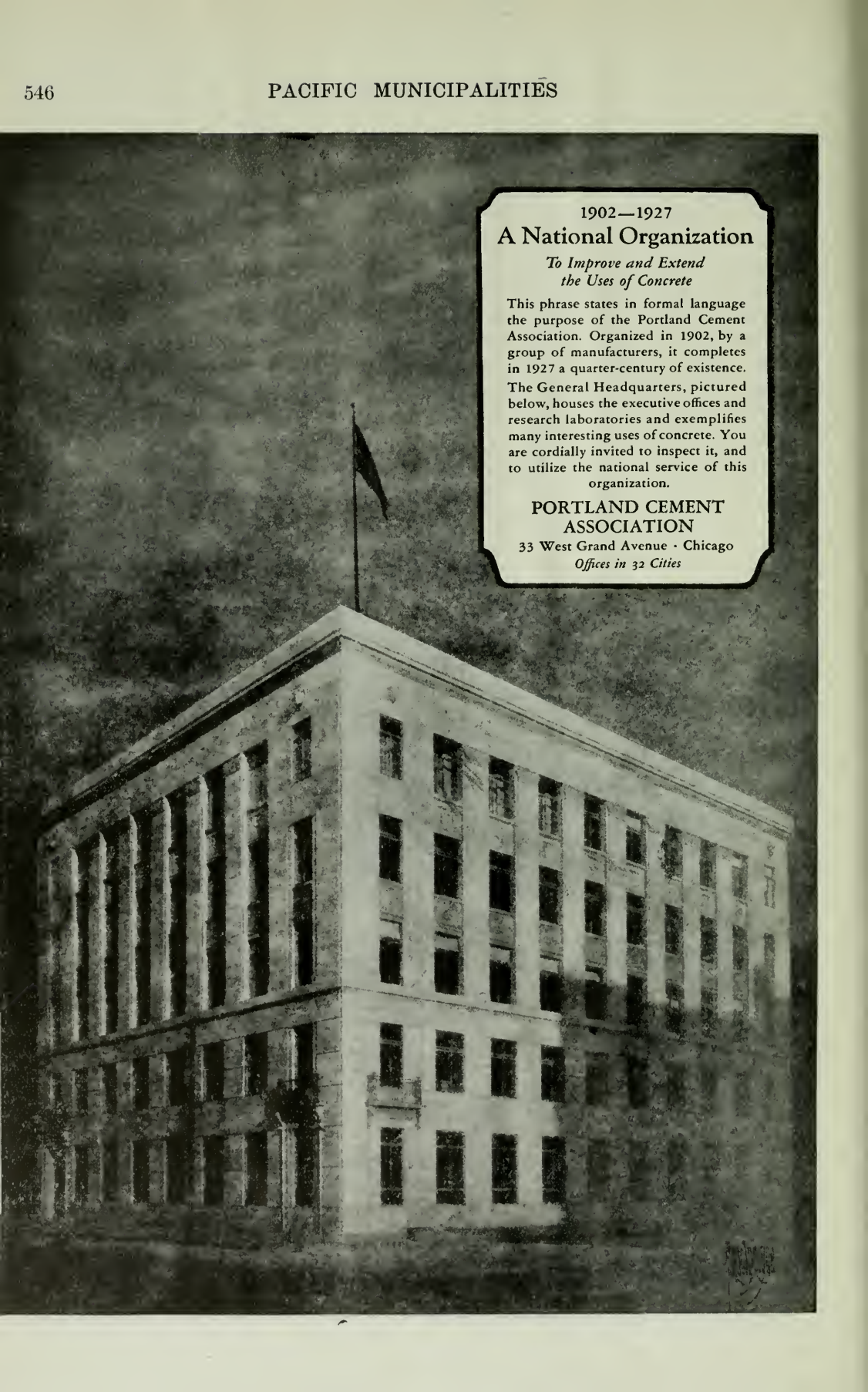
635 Mission St.  
San Francisco, Calif.  
Phone Sutter 3987

See Our Exhibit at the Sixth National  
Exposition of Power & Mechanical  
Engineering, Grand Central Palace,  
New York, December 5 to 10, 1927.

# THE AMERICAN WELL WORKS

General Offices AURORA, ILLINOIS and Factory





1902—1927

## A National Organization

*To Improve and Extend  
the Uses of Concrete*

This phrase states in formal language the purpose of the Portland Cement Association. Organized in 1902, by a group of manufacturers, it completes in 1927 a quarter-century of existence.

The General Headquarters, pictured below, houses the executive offices and research laboratories and exemplifies many interesting uses of concrete. You are cordially invited to inspect it, and to utilize the national service of this organization.

### PORTLAND CEMENT ASSOCIATION

33 West Grand Avenue • Chicago  
*Offices in 32 Cities*

their community by studying and writing about it. Encourage your citizens to write to their relatives in the Eastern states about your city. Prepare typical form letters for their aid and guidance. Letters in the winter time on California climate and the flowers that are in bloom, in the spring time on the early harvest, etc.—these personal comments create desires in the hearts of our Eastern cousins.

With all of these different forces working toward one end under the direction of the Chamber of Commerce or other suitable organization, which in turn has the moral and financial support of the city or county government, wonders can be accomplished provided the community has real assets upon which the individual workers can base their faiths.

Possibly many of you think I have stressed the idea of faith in your community too much and have said too little about just how and where to place your advertising. No one can tell you where and how to place your Advertising without knowing exactly what you have to sell, to whom you must sell it and how much money you can afford to spend in advertising it. Each problem is unto itself. But on the subject of faith in your community—let's discuss that further. I lived in Los Angeles for five years—that was some years ago. My next door neighbor was from Michigan. He had lived in Los Angeles three years before I moved there. Every year he went back to Michigan for a visit. I met him a short time ago after a space of three years. He said he had not been East for two years. He explained that he had given up his annual Eastern trip because all of his relatives were now in California. On checking up with him I found that he had sold Southern California to all of his 38 relatives who are now residents of the state. That was not an unusual case—it was the result of faith

in a community. You can't keep a good thing to yourself. The trouble is that too many people are waiting for the good things to be brought to them. If you think that just by advertising you can bring in people who will come bearing good things for you, irrespective of what you may have to offer them in return, you are expecting the answer to a prayer, not to an advertisement. If you lack faith in your community, but have faith in your prayers, by all means go on praying and use your advertising expenditure for curfew bells.

The thought of the curfew bells reminds me of the story of the Scotchman and the Jew who were going fishing early one morning, and the Jew had no alarm clock. The Jew said to the Scotchman, "Have you an alarm clock," and the Scotchman replied that he had. "Why don't you set your alarm clock and then call me up on the telephone when you wake up?" The Scotchman looked somewhat pained and replied, "Well, I have an alarm clock, but you know mine is a nickel phone." "I know," remarked the Jew, "but that would be cheaper than buying an alarm clock." After a moment's thought the Scotchman finally said, "All right, I'll call you on the phone, but when it rings don't you answer and I'll get my nickel back."

In an article in the magazine "Editor and Publisher" in the edition of July 23d, 1927, an outline is given of the advertising about to be done by fifty-one cities and five state groups in the United States this year. The money appropriated for this purpose is \$4,703,333. This gives you some idea of the competition you are going to have to meet in advertising your community. So be mighty sure you've got your house in order before you start to meet the competition in the open field.

If you want to read of the experiences of many cities which have been spending

## N. CLARK & SONS

INCORPORATED 1889

Manufacturers of

ARCHITECTURAL TERRA COTTA, PRESSED BRICK

VITRIFIED AND TERRA COTTA PIPE

HOLLOW TILE FIRE PROOFING

FIRE BRICK TILE AND KINDRED CLAY PRODUCTS

Office: 112-116 Natoma St.      WORKS: WEST ALAMEDA      SAN FRANCISCO

Sacramento

Capital National Bank Bldg.

Los Angeles

W. M. Garland Building  
9th Street at Spring

## WILLIAM DOLGE & CO.

Certified Public Accountants

Municipal Accounting

Audits, Examinations and Special Examinations. Accounting  
Procedures for Municipal Utilities. Budget Systems Installed

369 Pine Street

Telephone Sutter 697

San Francisco, Cal.

## FOR PERMANENCE

USE

## VITRIFIED CLAY PIPE

FOR

Sewerage, Drainage, Culverts, Irrigation, etc.

For the asking, you may have our catalog, or the advice of  
our engineering department, or both. No obligation.

## GLADDING, McBEAN & CO.

660 Market St., San Francisco, and Glendale, Calif.



money for advertising, and to get a very good knowledge of this business of advertising your community, I might recommend to you the book written by Don E. Mowry, "Community Advertising." Also look at this month's (September, 1927) edition of "Western Advertising"—there is a long article in it with a lot of statistics on community advertising.

Now to sum up what advice I have had to offer:

1st. Create or recreate an organization of the active men and women of your community.

2nd. Make a comprehensive survey to determine the assets and liabilities of your community.

3rd. Decide exactly what can be done to increase the assets and decrease the liabilities.

4th. Formulate a definite plan of action and don't fail to include the Civic and private organizations which are now

advertising your community or its products.

5th. Sell everyone in your community to the plan of action.

6th. When your own community is sold to those within the community, begin to look outside for strangers.

7th. Carefully determine the best means of reaching those to whom your advertising is directed.

8th. Prepare your advertising matter so that it will interest those whom you want to reach. Make it definite and not general.

9th. Put your advertising forces to work, and if you find them effective, keep on employing them. Don't advertise spasmodically and expect continuous results.

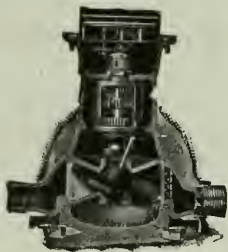
And remember that an eminent business leader summed it all up when he said: "Work like Hell and advertise." (Applause).

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THE CHAIRMAN: We have with us this morning Mr. B. M. Rastall, manager of Californians, Inc., and I am going to ask him if he will talk to you for three or four minutes. Mr. Rastall. (Applause).

MR. RASTALL: Ladies and gentlemen: I had already discovered this stop signal here in front of me, and I have decided that in these three or four minutes instead of trying to talk upon any of the vital advertising problems that I would like so much to talk with you about, I would just give you a fair outline, and perhaps on some future occasion a little group of us can gather together and go into this topic which it is essential that we shall go into in a very, very serious way in California at the present time. While we are already pouring millions of dollars a year into California advertising the future seems to call for a doubling or a tripling of that amount—and advertis-

ing is the easiest way in the world at present in which to waste money. Now, advertising is no cureall. You cannot give a community a dose of it and say that your community is cured. You cannot give a progressive community a dose of advertising for a day and expect to have it thrive upon that for all the remaining days. Advertising is simply one of the modern pieces of business machinery that has been applied so effectively in the field of private business that we are seeking to apply it in the same sort of way in American communities at the present time. Now for those communities it has exactly the same possibilities, but only if we approach the job in exactly the same common sense and thorough way which the best business employs in dealing with this medium. We need to analyze very carefully what we have to sell in California. Since I am



TRIDENT DISC

MANUFACTURED BY

## NEPTUNE METER CO. NEW YORK

PACIFIC COAST BRANCHES AT

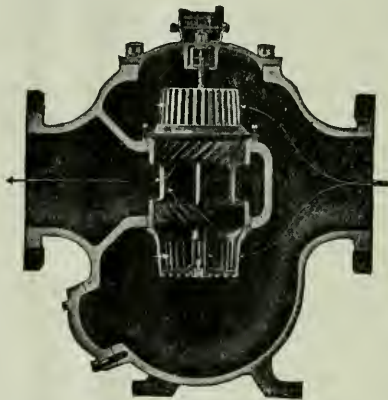
PORTLAND, SEATTLE, SPOKANE, SAN DIEGO

SAN FRANCISCO OFFICE 320 Market Street

LOS ANGELES OFFICE AND WAREHOUSE  
701 East Third Street

# TRIDENT METERS FOR ALL SERVICES

Split Case Meters for Warm Climates  
C. I. Breakable Frost Bottoms for Cold Climates  
Hot Water and Oil Meters. Crest Meters for Large Flows  
Compound Meters for all streams, Large and Small



TRIDENT CREST

## *Armco Corrugated Culverts*



### Cost Less-per-Year of Service

Write for Culvert Data

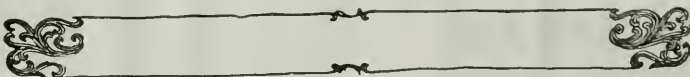
## CALIFORNIA CORRUGATED CULVERT COMPANY

WEST BERKELEY

LOS ANGELES

giving you an outline, we have just one thing: opportunity. Authorities tell us there are two basic opportunities in the world—manufacturing and agriculture. I would like to take fifteen minutes to show you what we really have in the way of those two lines. Markets are the third. Tourist possibilities the fourth. Here we sit in California midway between the mountains on the one hand and the ocean on the other, with every variety of climate and natural beauty. People who come here search their souls for adjectives to describe these things, and still four times as many people have gone to Europe as have gone to our Pacific Coast. Most of those have gone to Europe two or three times, and have yet to come to our Pacific Coast. Now, there is opportunity on the one hand and lack of conception of it on the other. We have an extensive advertising problem in California. On the other hand, we have an equally interesting and complex advertising curriculum. The average community thinking about its advertising problem needs what the last speaker has said: an analysis of its opportunities, which is not necessarily a complex thing. You have in your own community men skilled in advertising and business who can give you all you need in the way of analyses that will give you the basis of an intelligent advertising program. When the average community looks at advertising it immediately feels staggered at the cost. It sees that a page in the Saturday Evening Post costs \$8,000. They will pause at the cost that there is \$10,000 for one ad. The average California community cannot begin to deal in that sort of advertising, of course, and still our

opportunity is a world opportunity. Since our audience is a national one, in the main we must appeal to a national audience. However, in periodical advertising for one city to join with other cities in its district, or one district of a state with another, there are large possibilities of advertising nationally on a large scale and just as effectively as though the advertising were dealing with the problems of the individual city, because, as the speaker has said, advertising does not sell; it simply arouses interest, and if you can arouse interest in the Sacramento Valley, for example, or any other large section of California, then the individual communities all can cash in on that advertising just as effectively as though you dealt in large national schemes. For myself I believe there are tremendous possibilities in the motion picture and in the radio. I know that we have just begun to appreciate the possibility and the value of the great horde of people who go out touring every summer in their automobiles. I believe that in these things lie great possibilities for California advertising. Just as soon as we approach that problem cautiously and with the same care that a large business exercises, by analysis of general problems, by the building up of a clear appraisal of our opportunities before we begin to advertise, then it will become an easy problem for your communities to handle. In other words, some time sit down very seriously with this advertising problem and go into it carefully, because it can be made one of the important elements in the growth and progress of California, and it is wide open to us today. (Applause).







## Sunset Trail through Romance

〔You may see the picturesque Southwest and old South at no additional fare on your trip East.〕

You'll enjoy so much the Sunset way east, the colorful route of "*Sunset Limited*" to middle west and eastern points, via New Orleans, Arizona Apache Trail detour, New Mexico, Texas, luxuriant Louisiana.

"*Sunset Limited*," famed round the world, carries you swiftly and comfortably over this fascinating route. Its appointments are superb; as fine as a first-class hotel or club.

That is the Sunset journey east. Read the new booklet describing it in detail. From New Orleans, you can continue by train or go to New York aboard Southern Pacific steamship. Meals and berth on the boat included in your fare.

Return via another of Southern Pacific's 4 great routes across the continent—Golden State, Overland, or Shasta. A choice matched by no other railroad.

# Southern Pacific

F. S. McGINNIS, *Pass. Traffic Mgr.*  
San Francisco

## Oakland's Municipal Auditorium

Oakland has a million and a half dollar auditorium situated in the heart of the city within walking distance of the business district. The building is divided into a large arena, a theater, an art gallery, a small ball room and various convention rooms and corridors.

Twelve years ago, when the auditorium was erected, many citizens feared it was not practical and would be a financial failure. However, it has become the amusement center for the people of Oakland, as well as a popular convention place, and is now self-supporting and an assured success. Theatrical producers are finding use for the arena as well as the theater, and the Chicago Grand Opera Company has recently signed a contract for a season of opera in the arena, which seats approximately 9,000 people. The National Horse Show, the Pacific Slope Dairy Show, the California State Poultry Show and other exhibitions have become annual events, and the theater portion of the building, which seats 1,951 people, is in demand for high class concerts and road shows.

The Auditorium is under the management of Frank Colbourn, Commissioner of Public Works.



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